

CITY OF UNION CITY GENERAL PLAN

Housing Element

Adopted
April 15, 1991

Revised
July 6, 1992

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and

The Consulting Group

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PART I

INTRODUCTION

Since its incorporation in 1959, Union City has undergone dramatic change. From a small town composed of the Alvarado and Decoto neighborhoods, Union City has become a lively, thriving city of over 50,000 people. Over the last 30 years, Union City's housing supply has increased in size more dramatically than all but a handful of Bay Area communities.

The need for a greater range of housing prices and types has become evident, as demonstrated by a growing awareness that higher income families wish to reside or continue residing in Union City. Accordingly, this *Housing Element* emphasizes the provision of upscale housing and the improvement of community amenities. At the same time, the City's goal of decent and reasonably priced housing in pleasant neighborhoods for all of its residents remains an ongoing challenge. Households, particularly those of low- and moderate-income, must compete in a market characterized by few vacancies, a shortage of large rental units, and buildings in need of rehabilitation. These conditions provide a challenge to a city committed to expanding housing opportunities for all income levels while maintaining its diversity of races, nationalities, age and income groups, and lifestyles. Consequently, the City must expand effective housing programs and pursue and test new approaches to providing necessary housing within the context of limited public resources.

HOUSING ELEMENT REQUIREMENT

The housing element is one of the seven mandated elements of the general plan. Sections 65302(c) and 65580 et seq of the *California Government Code* detail the purpose and content of the housing element.

The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobile homes, and shall make adequate provision for the existing and projected needs of all economic segments of the community. (Government Code §65583)

In requiring the housing element, the Legislature declared:

- (a) The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order.
- (b) The early attainment of this goal requires the cooperative participation of government and the private sector in an effort to expand housing opportunities and accommodate the housing needs of Californians of all economic levels.
- (c) The provision of housing affordable to low- and moderate-income households requires the cooperation of all levels of government.
- (d) Local and state governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing in order to make adequate provision for the housing needs of all economic segments of the community.

- (e) The Legislature recognizes that in carrying out this responsibility, each local government also has the responsibility to consider economic, environmental, and fiscal factors and community goals set forth in the general plan and to cooperate with other local governments and the state in addressing regional housing needs. (Government Code §65580)

The Legislature explicitly recognized that "each locality is best capable of determining what efforts are required by it to contribute to the attainment of the state housing goal, provided such a determination is compatible with the state housing goal and regional housing needs." (Government Code §65581(c)). The Legislature further recognized that ". . . the total housing needs identified . . . may exceed available resources and the community's ability to satisfy this need. . . . Under these circumstances, the quantified objectives need not be identical to the identified existing housing needs, but should establish the maximum number of housing units that can be constructed, rehabilitated and conserved over a five-year time frame." (Government Code §65583(b))

State law requires that each locality update its housing element at least every five years. The first revision for jurisdictions in the Bay Area was to have been completed by January 1985, and the second revision by July 1990 (*Government Code* §65588(b)(2)). Union City's *1986 Housing Element* satisfied the statutory first revision requirement. This element satisfies the second revision requirement.

State law also requires that each locality submit a draft of its revised housing element to the California Department of Housing and Community Development (HCD) for review and comment prior to adoption.

PREVIOUS HOUSING EFFORTS IN UNION CITY

Federal, state, and local agencies and private developers have a long history of active involvement and cooperation in the provision of affordable housing and the improvement of housing conditions in Union City. Chapter 4 documents these efforts.

THE 1986 HOUSING ELEMENT

In early 1985, the City of Union City initiated the preparation of a comprehensive revision of the City's *1977 Housing Element*. Under contract to the City, the consulting firm of EIP Associates prepared much of the background information on the housing stock and housing needs. The City subsequently retained Mintier Harnish & Associates to complete the background information and develop the goals, policies, and implementation programs of the *Housing Element*.

The *1986 Element* was based largely on 1980 Census information, California Department of Finance estimates of population and housing stock, the 1983 Association of Bay Area Governments housing needs determination, and information from numerous other public agencies and private individuals and organizations. In compliance with the State housing element requirement, the *1986 Housing Element* covered the period 1986 to 1990.

1990 HOUSING ELEMENT REVISION

In April 1990, the City of Union City contracted with J. Laurence Mintier & Associates in association with the Consulting Group to work with City staff to update the *1986 Housing Element*. To initiate the process of updating the Element, the Consultants prepared two background reports. The first, the *Draft Background Report On Needs, Conditions, and Constraints*, updated Part II of the *1986 Housing Element*. This report was prepared to satisfy State requirements for background analysis and to provide the foundation for the development of goals, policies, implementation measures, and quantified objectives; as in the *1986 Housing Element*, this report has been incorporated into this element as Part II. The second report, *Draft Background Report on Alternative Housing Strategies and Program Options*, was prepared to help the City make decisions about the strategies and programs to adopt as part of this *Housing Element*, but has not been incorporated into the element.

After the Planning Commission and City Council reviewed the two background reports at a public workshop on November 26, 1990, the Consultants prepared the *Draft Housing Element Policy Document*, which was submitted to the California Department of Housing and Community Development (HCD) on December 18, 1990 for its statutory 45-day review. Following HCD's review, the Planning Commission held a public hearing on March 7, 1991 to review the *Draft Element*, and the City Council held a public hearings on April 1 and April 15, 1991.

PUBLIC PARTICIPATION

State law requires that "the local government shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element . . . " (*Government Code* §65583). In order to satisfy this requirement, the City of Union City conducted a series of community meetings and public hearings to receive community input concerning Union City's housing goals and policies. The dates of these meetings are listed below.

Date	Nature of Meeting
11/26/90	City Council/Planning Commission Joint Public Workshop to Review <i>Draft Background Report on Needs, Conditions, and Constraints</i> and <i>Draft Background Report on Alternative Housing Strategies and Program Options</i> . The City Council, Planning Commission and public input at this meeting set the direction for the goals and implementation programs for the Housing Element.
12/18/90	Review of the Draft Housing Element by the California Department of Housing and Community Development (HCD) - Review of the Draft Housing Element by HCD, as required by State law.
03/07/91	Planning Commission Public Hearing - Public review of the Draft Housing Element, with recommendations to the City Council.
04/01/91	City Council Public Hearing - Public review of Draft Housing Element and discussion of necessary revisions.

04/15/91 City Council Public Hearing and Adoption - Final public review and adoption of the Housing Element.

Appendix I is a list of individuals and organizations that requested and received copies of the Housing Element to review.

ORGANIZATION OF THE HOUSING ELEMENT

The Housing Element comprises two parts. Part I includes the adopted goals, policies, implementation programs, and quantified objectives of the Housing Element and discusses the relationship of the housing element to the other general plan elements. Part II includes background information describing Union City's housing stock and housing needs, the availability of land and services to meet these needs, constraints on the production of housing, and past and current housing program efforts in Union City. Part II was originally published for public review as the *Background Report on Needs, Conditions, and Constraints*.

This document also includes several appendices to supplement and clarify the information presented in Parts I and II. Appendix A contains statistical information on the Lowry Road area that was not available when the 1980 Census was conducted; Appendix B describes the U.S. Census Bureau's definitions of race and ethnicity; Appendix C shows a breakdown of housing construction by income level between 1980 and 1989; Appendix D is a copy of the Goals, Policies, Implementation Programs, and Quantified Objectives from the *1986 Housing Element*; Appendix E is a Glossary of the terms used in this document; Appendix F shows the published sources cited in this report; Appendix G list those persons consulted in the preparation of the *Housing Element*; and Appendix H includes a copy of the State Department of Housing and Community Development's review letter and the City's response to that letter.

GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS

Under California law, the housing element must include the community's goals, policies, quantified objectives, and housing programs for the maintenance, improvement, and development of housing.

The housing element law recognizes that in developing housing policy and programs, identified housing needs may exceed available resources and the community's ability to satisfy these needs. The quantified objectives of the housing element, therefore, need not be identical to the identified housing need but should establish the maximum number of housing units that can be constructed, rehabilitated, and conserved over a five-year time frame.

The housing element must include the following:

. . . a program which sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element through the administration of land use and development controls, provision of regulatory concessions and incentives, and the utilization of appropriate federal and state financing and subsidy programs when available and the utilization of moneys in a Low and Moderate Income Housing Fund of an agency if the locality has established a redevelopment project area pursuant to the Community Redevelopment Law (Division 24 (commencing with Section 33000) of the Health and Safety Code). In order to make adequate provision for the housing needs of all economic segments of the community, the program shall do all of the following:

- (1) Identify adequate sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income levels, including rental housing, factory-built housing, mobilehomes, emergency shelters and transitional in order to meet the community's housing goals
- (2) Assist in the development of adequate housing to meet the needs of low- and moderate-income households.
- (3) Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing.
- (4) Conserve and improve the condition of the existing affordable housing stock.
- (5) Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.
- (6) Preserve for lower income households the assisted housing developments identified pursuant to paragraph (8) of subdivision (a). The program for preservation of the assisted housing developments shall utilize, to the extent necessary, all available federal, state, and local financing and subsidy programs identified in paragraph (8) of subdivision (a), except where a community has other urgent needs for which alternative funding sources are not available. The program may include strategies that involve local regulation and technical assistance.

The program shall include an identification of the agencies and officials responsible for the implementation of the various actions and the means by which consistency will be achieved with other general plan elements and community goals . . . (*Government Code* §65583(c))

HOUSING GOALS AND POLICIES

In an effort to ensure the provision of adequate and affordable housing in a suitable living environment for existing and future residents of Union City, the City of Union City adopts the following goals and policies:

Goal A: To promote the development of upscale housing¹.

Policies

- A1. Establish general plan, zoning, and other standards and procedures that promote upscale housing.
- A2. Strive to ensure that 60 percent of the new units developed annually in the next five years are upscale units. Encourage the development of units in the \$500,000 plus range to provide a full range of housing opportunities.
- A3. Strive to ensure that 60 percent of all units in the 511 Study Area are developed as upscale units.
- A4. Strive to ensure that 85 percent of all units in the Hill Area are developed as upscale units.
- A5. Pursue annexation of lands within the Union City sphere of influence that provide suitable sites for upscale housing.
- A6. Support and sponsor efforts to improve the image of Union City.
- A7. Support and sponsor both public and private efforts that improve the physical and aesthetic quality and value of existing development.
- A8. Policies A.2, A.3, and A.4 shall not be construed as a limit on the City's ability to approve housing developments for very-low-, low- and moderate-income households to achieve its regional fair share allocation as determined by ABAG.

¹For single family units, upscale housing is defined as a unit that sells for at least 46 percent above the average sales price of units in southern Alameda County for the previous calendar year as reported by the Southern Alameda County Board of Realtors. For multi-family rental units, upscale housing is defined as a two bedroom/one bath unit that rents for at least the median advertised rent for a two-bedroom apartment in the Bay Area for the previous calendar year as reported by the Bay Area Council. These definitions are to be treated as policy objectives; it is recognized that achieving these objectives will require an implementation program which specifies the kind of standards, enhancements, and amenities that would yield and justify such sales prices and rent levels.

Goal B: To promote quality residential development.

Policies

- B1. Encourage residential development of high architectural and physical quality and compatibility with adjacent land uses and buildings.
- B2. Through design criteria conforming with the City Security Ordinance, encourage the development of residential projects that include design features aimed at promoting personal security and discouraging criminal activity.

Goal C. To provide a range of housing types for all economic segments of the community, while maintaining the single-family character of Union City.

Policies

- C1. Maintain an adequate supply of land in appropriate land use and zoning categories to accommodate projected household growth and to achieve residential vacancy rates allowing turnover with relative ease. The City will pursue annexation of residential land within its sphere of influence as the need arises and appropriate development projects are proposed.
- C2. Maintain an overall ratio of 75 percent single family to 25 percent multi-family development.
- C3. Maintain an overall tenure ratio of 70 percent owner-occupied units to 30 percent renter-occupied units.
- C4. Ensure that a full range of housing opportunity is maintained and that the creation of low- and moderate-income housing shall be on scattered sites throughout the city.
- C5. Promote the development of larger units, both ownership and rental, to accommodate the housing needs of Union City's larger average family sizes. Encourage the development of 5-bedroom single-family units and 3- and 4-bedroom multi-family units.
- C6. Limit annual residential growth to 450 units per year, with provisions for exceptions for very-low- and low-income units and units built pursuant to a specific plan.
- C7. Give priority in the 511 Study Area to the provision of housing over other types of development, where not constrained by environmental factors or hazards.
- C8. Promote owner occupancy of both new and existing condominium units.
- C9. Use redevelopment powers to acquire and assemble sites for residential development, while minimizing displacement of existing residents.
- C10. Provide information to the public and developers on approved residential projects and vacant land supply.

- C11. Establish criteria for identifying appropriate sites for high rise residential development, which include consideration of available services (e.g., roads, sewer, and water service) and compatibility with adjacent uses.
- C12. Use state and federal funding assistance, to the extent that these subsidies exist and are appropriate to Union City's needs, to develop affordable housing.
- C13. Continue to utilize mortgage revenue bonds or other mortgage backed securities, to the extent that these techniques are available and appropriate to Union City's needs, to develop affordable housing.
- C14. Continue to require that all new City multi-family revenue bond-supported housing projects make at least 20 percent of the total number of units available for very low- and low-income households either through agreements giving Section 8 certificate or voucher holders priority or through control of rents.
- C15. Support the Alameda County Housing Authority in securing an additional 24 units of publicly-owned housing in Union City. Consider expanding the City's Article 34 authority to allow the acquisition or development of more publicly-owned housing in Union City.
- C16. Support the continued use of Section 8 rent certificates and vouchers by Union City residents.
- C17. Promote the expeditious processing and approval of residential projects that meet General Plan policies and City regulatory requirements.
- C18. Ensure that City policies, regulations, and procedures do not add unnecessarily to the costs of producing housing while assuring the attainment of other City objectives.
- C19. In accordance with the provisions of State law, the City shall grant density bonuses of at least 25 percent for qualifying projects as an incentive for the development of lower-income and senior citizen housing.
- C20. As required by State Redevelopment law, ensure that overall private housing development in all of the redevelopment areas will include 15 percent low- and moderate-income housing, 40 percent of which will be made available to very-low-income households.
- C21. As required by State Redevelopment law, ensure that at least 30 percent of all new or rehabilitated units developed by the Redevelopment Agency within redevelopment areas will be available and affordable to persons or families of low- or moderate-income. Of this 30 percent, at least 50 percent must be affordable to very-low-income households.
- C22. If below-market-rate units are included in a project pursuant to the density bonus program or other local, state, or federal requirements, the City shall require buyer/renter eligibility screening and resale/rent controls for at least 30 years to maintain affordability of the units to originally targeted income groups.

- C23. Those residential units which are required to sell or rent at below-market rates and are included within a housing development shall be interspersed within the development and shall be visually indistinguishable from market-rate units.
- C24. The City shall ensure, through conditions of approval, that residential units which are required to sell or rent at below-market rates and are included within a housing development shall be produced simultaneously with market-rate housing.
- C25. Consider the use of redevelopment funds to leverage other financial sources to develop affordable housing.
- C26. Work with local nonprofit organizations and the Alameda County Housing Authority to acquire and bank properties for the development of affordable housing. Consider using Community Development Block Grant funds, redevelopment funds, in-lieu fees, and other financial resources to make such acquisitions.

Goal D: To encourage the maintenance, rehabilitation, and continued improvement of the existing housing stock and residential neighborhoods.

Policies

- D1. Encourage private reinvestment in older residential neighborhoods and private rehabilitation of housing.
- D2. Use state and federal funding assistance to the fullest extent these subsidies exist to rehabilitate housing. Continue to give housing rehabilitation efforts high priority in the use of Community Development Block Grant funds.
- D3. Establish housing rehabilitation as a high priority for use of redevelopment funds and resources.
- D4. Continue to give priority in City and Redevelopment Agency housing rehabilitation programs to the Alvarado and Decoto areas while also encouraging use of the programs for eligible households citywide.
- D5. Require that the sales value of infill development in older neighborhoods, other than low- or moderate-income housing, is at least 10 percent higher than the values of the surrounding development calculated on a per square foot basis.
- D6. Support the revitalization of older neighborhoods by keeping streets, sidewalks, and other municipal systems in good repair. Work cooperatively with other agencies and utilities concerning the maintenance of their properties and equipment in Union City.
- D7. Use City and Redevelopment Agency rehabilitation and other appropriate programs to arrest the deterioration of newer housing and neighborhoods that are already showing signs of deterioration before repair costs become excessive.

- D8. In areas affected by poor building design and disproportionately high levels of criminal activity, work with property owners to add security devices, strengthen fences, and redesign building elements to reduce crime problems.
- D9. Promote the maintenance of existing mobilehome parks.
- D10. Require abatement of unsafe structures, giving property owners ample opportunities to correct deficiencies and assuring that residents displaced by such abatement are given relocation assistance.
- D11. Minimize the demolition of existing multi-family housing unless the unit is found to be substandard and unsuitable for rehabilitation.
- D12. Continue to promote the maintenance of rental housing consistent with City housing and building codes.

Goal E: To ensure the provision of adequate services to support existing and future residential development.

Policies

- E1. Support the efforts of the Alameda County Water District and the Union Sanitary District to expand their facilities to ensure adequate water and sewer services in Union City.
- E2. Encourage the New Haven Unified School District to work with the City to ensure the availability of adequate school facilities to meet the needs of projected households in Union City.
- E3. Support the use of CDBG and redevelopment funds for the upgrading of streets, sidewalks, and other public improvements in the Decoto and Alvarado Areas.
- E4. Ensure that park and recreation facility acquisitions and improvements keep pace with residential development.
- E5. Ensure that housing developments pay their fair share in terms of financing public facilities and services.
- E6. Assess the special needs of young families and the elderly for improved and conveniently-located public and private services (e.g., transit, day care, medical facilities).
- E7. Support the New Haven Unified School District in their efforts to improve educational quality and academic excellence in local schools.

Goal F: To promote equal opportunity to secure safe, sanitary, and affordable housing for everyone in the community regardless of race, sex, and other arbitrary factors.

Policies

- F1. Continue to support fair housing programs through the City's Community Development Block Grant Program.
- F2. Promote the enforcement of the State Fair Employment and Housing Commission.
- F3. Give special attention in housing programs to the needs of special groups, including the disabled, large families, the elderly, and families with low incomes.
- F4. Support efforts at the regional and subregional levels to provide housing for the homeless and those in need of emergency shelter.

Goal G: To encourage energy efficiency in all new and existing housing.

Policies

- G.1. Promote the use of energy conservation features in the siting and design of all new residential structures.
- G.2. Promote the use of weatherization programs for existing residential units, including programs operated by PG&E.

IMPLEMENTATION PROGRAMS

The following programs consist of those specific actions the City of Union City intends to undertake during the period 1990-1995 to achieve the goals and implement the policies listed in the previous section. For some of these programs, the description includes a target objective for the number of units to be produced or households to be assisted during the Housing Element time frame. Taken together, these actions are expected to achieve the quantified objectives listed in the following section. The City will actively negotiate with developers to encourage the use of the appropriate funding sources listed below as each new project is proposed.

1. In conjunction with revision of Union City's General Plan and the preparation of specific plans, review present land use patterns and adjust residential designations and densities, as necessary, to provide for adequate residential building sites. In particular, these plans should:
 - a. Designate adequate sites for upscale housing.
 - b. Designate appropriate sites, including the area around the BART station, for high rise (e.g., 5-7 stories) residential development.
 - c. Determine the appropriate location, pattern, and density of future residential development in the Hill Area, giving special attention to the use of the area for the provision of upscale housing.
 - d. Determine the appropriate mix of residential uses for areas of major future development and redevelopment.
 - e. Identify currently nonresidential land that is suitable for conversion to residential uses at densities appropriate to accommodate housing for all income groups. This should be considered in conjunction with the preparation of specific plans currently under way, including the DIPSA area.
 - f. It is the City's intention to make available the following acreages and densities for lower income housing through appropriate General Plan designation and/or rezoning, during the timeframe of this current Housing Element.

DIPSA

9.5 acres at 48 units per acre	456 units
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Hillside

2 acres at 20 units per acre	40 units
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Vacant/underutilized land (See tables 53 and 54 in the element)

5 acres at 30 units per acre	150 units
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Land Potentially Suitable for Residential Development (see table 55 in the element)

2 acres at 20 units per acre	40 units
------------------------------	----------

TOTAL LOWER-INCOME UNITS

686 units

- g. It is the City's intention to make available the following acreages and densities for moderate income housing, through appropriate General Plan designation and/or rezoning, during the timeframe of this current Housing Element.

DIPSA

1.5 acres at 48 units per acre

72 units

Hillside

3 acres at 20 units per acre

60 units

Vacant/underutilized land (See Tables 53 and 54 in the element)

1 acre at 30 units per acre

30 units

TOTAL MODERATE INCOME UNITS

162 units

For both f and g, the acreages listed are cumulative and any low- and moderate-income units that are developed will be located on scattered sites throughout the planning areas. If rezoning or annexation is required to meet the above goals, they will be accomplished as each new project is proposed by developers. Densities are minimum figures and may be exceeded by the use of density bonuses, as set forth by State laws.

- Responsibility: City Council
Planning Commission
Community Development Department

- Time Frame: FY 90-91; ongoing

2. Maintain a current inventory of vacant residentially-zoned parcels and associated development potential and a list of recently approved residential projects and make this information available to the public and developers. Update the inventory and list at least annually.

- Responsibility: Community Development Department

- Time Frame: FY 90-91; ongoing

3. Establish a program to work with local nonprofit organizations and the Alameda County Housing Authority to acquire and bank properties for the development of affordable housing. Consider using Community Development Block Grant funds, redevelopment funds, in-lieu fees, and other financial resources to make such acquisitions.

- Responsibility: City Council
Community Development Department
Redevelopment Agency

- Time Frame: FY 91-92

4. Simplify and revise the City's Permit Reserve System to:

- a. Make it applicable to all residential units, except very-low- and low-income units.
- b. Establish the annual limitation at 450 units.
- c. Eliminate numerical limits on the types of residential units that can be built.
- d. Exempt units which are built pursuant to an adopted specific plan that assures that services will be available to meet the projected level of demand resulting from the project.

- Responsibility: City Council
Community Development Department

- Time Frame: FY 90-91; 91-92

5. Revise the *Union City Zoning Ordinance*, as required by State law, to provide for either a density bonus of at least 25 percent and at least one other concession or incentive or other incentives of equivalent financial value to developers of housing developments that reserve at least 20 percent of their units for lower-income households, 10 percent for very-low income households, or 50 percent for qualifying senior citizens. In addition, the developers must ensure the continued affordability of all lower-income units for 30 years. Aggressively encourage developers of all new residential projects over five units to take advantage of the density bonus provisions.

- Objective: Construction of 40 units for very-low-income households and 80 units for low-income households.

- Responsibility: City Council
Planning Commission
Community Development Department

- Time Frame: FY 91-92 (ordinance revision); 91-92 to 94-95 (new construction)

6. Establish guidelines for residential developments focusing on the need for physical and aesthetic compatibility, overall architectural quality, and durability. Among other aspects of development, the guidelines should address landscaping, signage, safety, and energy conservation. Prior to adoption of these guidelines, the City should evaluate their potential impact on housing costs and ensure that the guidelines do not add unnecessarily to the costs of low- and moderate-income housing.

- Responsibility: City Council
Planning Commission
Community Development Department

- Time Frame: FY 91-92

7. As required by State law, conduct an annual review of the Capital Improvement Projects Budget and of projects proposed by other local agencies in Union City to ensure that they support the goals and policies of the Housing Element and General Plan.
 - Responsibility: City Council
Planning Commission
Community Development Department
Public Works Department
 - Time Frame: FY 91-92; annually thereafter
8. As appropriate, issue mortgage revenue bonds or other mortgage backed securities to assist in the development of single-family and multi-family housing projects that include affordable units. In all new rent-restricted developments, structure development agreement so that units are restricted for the longest term possible and displacement of tenants is minimized at the termination of controls.
 - Objective: Construction of 40 units for very-low-income households and 160 units for moderate-income households.
 - Responsibility: City Council
Community Development Department
 - Time Frame: FY 90-91; ongoing
9. Continue to directly administer Community Development Block Grant funds and continue to give high priority for the expenditure of City Block Grant funds to housing rehabilitation.
 - Objective: Major rehabilitation assistance for 35 very-low- and low-income ownership households. Minor rehabilitation assistance for 200 very-low- and low-income households.
 - Responsibility: City Council
Community Development Department
Redevelopment Agency
 - Time Frame: FY 90-91; ongoing

10. Continue to implement existing City guidelines for the reservation of affordable units in City bond and other publicly financed projects. Monitor assisted projects which are eligible to terminate affordability controls and respond to any Notice of Intent or Plan of Action which may be filed on local projects. Within three years prior to the expiration of the owners' set-side obligations, initiate negotiations to extend below-market-rate controls by offering additional City-provided incentives as feasible. Restructure existing regulatory agreements, whenever possible, to allow the City or its designee the opportunity to purchase the property at the conclusion of the rent restrictions. Where permanent preservation of existing or new subsidized units is not possible, minimize displacement of current tenants by negotiating anti-displacement policy or relocation mitigation with the owner, whenever possible. Strive to preserve as many assisted, at-risk units as possible, given the availability of funding.
 - Objective: Conservation of rental units for 116 low-income households.
 - Responsibility: City Council
Community Development Department
 - Time Frame: FY 93-94; ongoing
11. Assist the Alameda County Housing Authority in identifying appropriate developments for acquisition as public housing.
 - Objective: Acquisition of 24 units for very-low-income households. For purposes of establishing quantified objectives, these units are considered as newly-constructed units that otherwise would have been considered above-moderate.
 - Responsibility: City Council
Community Development Department
Alameda County Housing Authority
 - Time Frame: FY 90-91; ongoing
12. Undertake a feasibility study of policy alternatives for assisting in the development of affordable housing, including the establishment of an inclusionary housing program and the institution of housing fees for residential and nonresidential development.
 - Responsibility: Community Development Department
 - Time Frame: FY 90-91; 91-92
13. Continue to participate with the County of Alameda in the administration of the Mortgage Credit Certificate (MCC) program.
 - Objective: Assist 100 moderate-income households with home purchases. For purposes of establishing quantified objectives, these are considered affordable units that are being conserved for moderate-income households.
 - Responsibility: City Council
Community Development Department
 - Time Frame: FY 90-91; ongoing

14. As appropriate, apply to the California Department of Housing and Community Development (HCD) to obtain funds for the rehabilitation and construction of housing. Specifically, the City will pursue funding through the following HCD programs:
 - a. Proposition 77 low-interest loans: Funds can be used to purchase and rehabilitate underutilized structures for use as very-low- and low-income rental housing.
 - b. Deferred Payment Rehabilitation Loan Program: Funds can be used to rehabilitate low- and moderate-income housing.
 - c. Special User Housing Rehabilitation Program: Funds can be used to rehabilitate low- and moderate-income housing.
 - d. California Self-Help Housing Program: Funds can be used to assist low-income families in the rehabilitation of their own homes.
 - Objective: Rehabilitation of 50 very-low income units and 20 low-income units.
 - Responsibility: City Council
Community Development Department
Redevelopment Agency
 - Time Frame: FY 91-92; ongoing
15. As appropriate, apply to the California Department of Housing and Community Development for funding under the Rental Housing Construction Program and the Proposition 84 low-interest loan program. Such funding can be used to stimulate the production of well-constructed, energy-efficient rental units for low- and very-low-income households.
 - Objective: Construction of 25 very-low income units and 25 low-income units.
 - Responsibility: City Council
Community Development Department
Redevelopment Agency
 - Time Frame: FY 93-94; ongoing

16. The City will apply to the California Housing Finance Agency (CHFA) for funding under the Multi-Family Rehabilitation and Infill New Construction Program; these funds can be used to supplement other City rehabilitation assistance for lower-income rental housing.
 - Objective: Supplemental funding to assist the rehabilitation of 50 very-low-income rental units and 20 low-income rental units.
 - Responsibility: City Council
Community Development Department
Redevelopment Agency
 - Time Frame: FY 91-92; ongoing
17. Incorporate this Housing Element into and coordinate it with the comprehensive revision of the Union City General Plan.
 - Responsibility: City Council
Planning Commission
Community Development Department
 - Time Frame: FY 90-91 to 94-95
18. Continue to monitor the status of vacant, potentially surplus land owned by Caltrans and other public agencies. Make available a routinely updated handout regarding available surplus public sites and actively work with developers that may wish to develop such properties for housing.
 - Responsibility: Community Development Department
 - Time Frame: FY 90-91; ongoing
19. Continue programs that work with property owners in areas affected by poor building design and disproportionately high levels of criminal activity to add security devices, strengthen fences, and redesign building elements to reduce crime problems.
 - Responsibility: City Council
Redevelopment Agency
Community Development Department
Union City Police Department
 - Time Frame: FY 90-91; ongoing
20. As part of the General Plan Update implementation program, review the possibility of streamlining and revising the City's permit processing procedures to expedite review and approval of residential and all other projects.
 - Responsibility: City Council
Community Development Department
 - Time Frame: FY 92-93

21. Review park acquisition and improvement standards and the relationship of certain park amenities to park usage to ensure that existing and future recreational facilities are adequate to meet the needs of projected growth.
 - Responsibility: City Council
Planning Commission
Parks and Recreation Commission
Community Development Department
Leisure Services Department
 - Time Frame: FY 92-93
22. Review present programs to assess their adequacy in meeting the special needs of young families, large families, and the elderly (e.g., transit, day care, medical facilities).
 - Responsibility: City Council
Community Development Department
 - Time Frame: FY 90-91; ongoing
23. Continue to provide funds and support to the Eden Council of Hope and Opportunity (ECHO) for the operation of its fair housing counselling services. Post information at Union City City Hall on the enforcement program of the State Fair Employment and Housing Commission and cooperate with the Southern Alameda County Association of Realtors to distribute such information to prospective home sellers and buyers.
 - Responsibility: City Council
Community Development Department
 - Time Frame: FY 90-91; ongoing
24. Continue to provide funds to the Eden Council of Hope and Opportunity (ECHO) for the operation of its Rental Assistance Program (RAP).
 - Objective: Rental assistance for 10 very-low-income and 25 low-income households. This assistance is considered an effort to conserve affordable housing.
 - Responsibility: City Council
Community Development Department
 - Time Frame: FY 90-91; ongoing
25. Post and distribute information on currently available weatherization programs.
 - Responsibility: Community Development Department
 - Time Frame: FY 90-91; ongoing

26. Enforce State requirements, including Title 24 requirements, for energy conservation in residential development and encourage residential developers to consider employing additional energy conservation measures with respect to the following:
 - a. Street and driveway design
 - b. Lot pattern and configuration
 - c. Siting of buildings
 - d. Landscaping
 - e. Solar access
 - Responsibility: City Council
Community Development Department
Public Works Department
 - Time Frame: FY 90-91; ongoing
27. Establish guidelines for determining which units qualify as upscale housing. Such guidelines might include consideration of size, number of rooms, design, construction, and amenities. The guidelines might also include a requirement that developers submit a list of enhancements that would be consistent with the definition of upscale housing and submit pro forma information concerning expected sales prices and the target market for the units.
 - Responsibility: City Council
Community Development Department
 - Time Frame: FY 91-92
28. Develop a policy that encourages the inclusion of 5-bedroom units in new single-family developments and 3- and 4-bedroom units in new multi-family developments.
 - Objective: Between 5 and 10 percent of new single-family units approved should have 5 bedrooms and between 10 and 15 percent of new multi-family units approved should have 3 or 4 bedrooms.
 - Responsibility: City Council
Planning Commission
Community Development Department
 - Time Frame: FY 91-92
29. Establish program to use redevelopment funds and other appropriate financial resources to acquire in fee larger units as specified in Program 28. Work with Housing Authority to manage said units as appropriate.
 - Responsibility: City Council
Community Development Department
Redevelopment Agency
 - Time Frame: FY 93-94

30. Continue to support the Alameda County Housing Authority in its continuing administration of HUD Section 8 rental certificates and vouchers to assist very-low-income Union City households.
- Objective: Conservation of affordable rental units for 461 very-low-income households.
 - Responsibility: City Council
Planning Commission
Community Development Department
 - Time Frame: FY 90-91; ongoing
31. Continue to cooperate with the owners of housing developments with units that have been set aside for lower-income households in accordance with the requirements of Federal subsidy programs. Within three years prior to the expiration of the owners' Federal set-side obligations, initiate negotiations to extend below-market-rate controls by offering City-provided incentives.
- Objective: Conservation of affordable rental units for 155 very-low-income households.
 - Responsibility: Community Development Department
 - Time Frame: FY 93-94; ongoing
32. Continue to participate with the Tri-City Homeless Coalition (TCHC) in its efforts to address the needs of Union City residents in need of emergency shelter or temporary housing.
- Objective: Assure the provision of assistance to approximately 50 Union City residents annually.
 - Responsibility: City Council
Community Development Department
 - Time Frame: FY 90-91; ongoing
33. As required by State law, make sites readily accessible for development of emergency shelter and transitional housing by modifying the Zoning Ordinance to identify zoning districts under which such facilities will be allowed by right.
- Responsibility: City Council
Community Development Department
 - Time Frame: FY 91-92

34. As required by State Redevelopment law, ensure that overall private housing development in all of the redevelopment areas will include 15 percent low- and moderate-income housing, 40 percent of which will be made available to very-low-income households. Also as required by State law, ensure that at least 30 percent of all new or rehabilitated units developed by the Redevelopment Agency within redevelopment areas will be available and affordable to persons or families of low- or moderate-income. Of this 30 percent, at least 50 percent must be affordable to very-low-income households.
- Objective: Construction of 100 units for very-low-income households.
 - Responsibility: City Council
Community Development Department
Redevelopment Agency
 - Time Frame: FY 90-91; ongoing
35. Explore creative ways of developing low- and moderate-income housing that integrate, where feasible, innovative uses of varied design and construction techniques. Review successful projects and programs in other communities and utilize practical techniques for all housing development, where appropriate.
- Responsibility: City Council
Planning Commission
Community Development Department
Redevelopment Agency
 - Time Frame: FY 90-91; ongoing
36. Conduct a study of the implications of the City expanding its Article 34 authority in order to acquire or develop additional public housing in Union City.
- Responsibility: City Council
Community Development Department
 - Time Frame: FY 93-94
37. Review the City's secondary unit ordinance to evaluate its effectiveness, particularly with respect to the possibility that it might operate as a constraint to the development of secondary units. As a result of this review recommend revisions to the ordinance to correct any operational deficiencies.
- Responsibility: City Council
Community Development Department
 - Time Frame: FY 91-92

38. Annex residential land within Union City's sphere of influence for appropriate residential development projects as developers step forward with projects.
 - Responsibility: City Council
Community Development Department
 - Time Frame: FY 91-92: Ongoing
39. Annually review measures and actions taken to implement the programs in this Housing Element and revise as deemed necessary.
 - Responsibility: Community Development Department
 - Time Frame: FY 91-92: Ongoing

QUANTIFIED OBJECTIVES

Table 1 summarizes the Implementation Programs, showing the program type, responsible agency, and time frame for each program. Table 2 summarizes the quantified objectives for each Implementation Program expected to contribute to the construction, rehabilitation, or conservation of units during the time frame of the *Housing Element* (July 1, 1990, to July 1, 1995). These quantified objectives represent a reasonable expectation for the new housing units that will be developed and the households that will be assisted based on the policies and programs outlined in this Housing Element and general market conditions. Table 2 also indicates ABAG's net new construction need for Union City by income group.

TABLE 1
IMPLEMENTATION PROGRAM SUMMARY

Program	Program Type	Responsibility	Time Frame
1. Designation of Adequate Sites	Housing Sites	CC, PC, CDD	90-91; ongoing
2. Inventory of Vacant Parcels	Housing Sites	CDD	90-91; ongoing
3. Land Banking	Housing Sites	CC, CDD, RDA	91-92
4. Simplification and Revision of Permit Reserve System	Regulatory	CC, CDD	90-91; 91-92
5. Revision of Density Bonus Provisions	New Construction	CC, PC, CDD	91-92; 91 to 95
6. Establishment of Residential Design Quality Guidelines	Regulatory	CC, PC, CDD	91-92
7. Review of Capital Improvement Projects Budget vis-a-vis Housing	Regulatory	CC, PC, CDD, PW	91-92; annually
8. Issuance of City-Sponsored Mortgage Revenue Bonds	New Construction	CC, CDD	90-91; ongoing
9. Community Development Block Grant Rehabilitation	Rehabilitation	CC, CDD	90-91; ongoing
10. Extension of Affordability Controls in City-Subsidized Projects	Conservation	CC, CDD	93-94; ongoing
11. Acquisition of Public Housing	New Construction	CC, CDD, ACHA	90-91; ongoing
12. Inclusionary Housing Feasibility Study	Regulatory	CDD	90-91; 91-92
13. Continuation of Mortgage Credit Certificate Program	Conservation	CDD	90-91; ongoing
14. Application for HCD Rehabilitation Programs	Rehabilitation	CC, RDA, CDD	91-92; ongoing
15. Application for HCD New Construction Programs	New Construction	CC, RDA, CDD	93-94; ongoing
16. Application for CHFA Rehabilitation Programs	Rehabilitation	CC, RDA, CDD	91-92; ongoing
17. Incorporation of Housing Element into General Plan	Regulatory	CC, PC, CDD	90-91 to 94-95
18. Monitoring of Surplus Public Land	Housing Sites	CDD	90-91; ongoing
19. Assistance for High Crime Properties	Regulatory	CC, RDA, CDD, PD	90-91; ongoing
20. Review of Permit Streamlining Possibilities	Regulatory	CC, CDD	92-93
21. Review of Park Standards vis-a-vis Housing	Regulatory	CC, PC, PRC, CDD, LS	92-93
22. Review of Present Special Needs Programs	Regulatory	CC, CDD	90-91; ongoing
23. Continuation of Support of ECHO Fair Housing Program	Regulatory	CC, CDD	90-91; ongoing
24. Continuation of Funding for ECHO Rental Assistance (RAP)	Conservation	CC, CDD	90-91; ongoing
25. Publicize Weatherization Programs	Rehabilitation	CDD	90-91; ongoing
26. Enforcement of Title 24 Requirements	Regulatory	CC, CDD, PW	90-91; ongoing
27. Establishment of Upscale Housing Guidelines	Regulatory	CC, CDD	91-92
28. Encouragement of Large Units	Regulatory	CC, PC, CDD	91-92
29. Establishment of Program to Acquire Large Units	Regulatory	CC, CDD, RDA	93-94
30. Continuation of Support for ACHA Section 8 Administration	Conservation	CC, PC, CDD	90-91; ongoing
31. Extension of Affordability Controls in Federally-Subsidized Projects	Conservation	CDD	93-94; ongoing
32. Participation with Tri-City Homeless Coalition	Conservation	CC, CDD	90-91; ongoing
33. Modification of Zoning Ordinance for Emergency/Transitional Housing	Regulatory	CC, CDD	91-92
34. Enforcement of Inclusionary Requirements in Redevelopment Area	New Construction	CC, CDD, RDA	90-91; ongoing
35. Exploration of Innovative Design for Affordable Housing	Regulatory	CC, PC, CDD, RDA	90-91; ongoing
36. Study Expansion of Article 34 Authority	Regulatory	CC, CDD	92-93
37. Review of Secondary Unit Ordinance	Regulatory	CC, CDD	93-94

Key to Responsible Agencies

ACHA: Alameda County Housing Authority
 CC: City Council
 CDD: Community Development Department
 LSD: Leisure Services Department
 PC: Planning Commission
 PD: Police Department
 PRC: Parks and Recreation Commission
 PW: Public Works Department
 RDA: Redevelopment Agency

TABLE 2
SUMMARY OF QUANTIFIED OBJECTIVES

OBJECTIVE CATEGORY/PROGRAM	INCOME GROUP/OBJECTIVE				
	Very-Low	Low	Moderate	Above-Moderate	Total
New Construction					
5. Revision of Density Bonus Provisions and Encouragement of Application	40	80			120
8. Issuance of City-Sponsored Mortgage Revenue Bonds	40		160		200
11. Acquisition of Public Housing	24			(24)	
15. Application for HCD New Construction Programs	25	25			50
34. Enforcement of Inclusionary Requirements in Redevelopment Area	100				100
Non-Program Housing Development			250	2,000	2,250
Total	229	105	410	1,976	2,720
ABAG New Construction Need (1990 to 1995)*	372	291	162	598	1,423
Rehabilitation					
9. Community Development Block Grant Rehabilitation	115	110			225
14. Application for HCD Rehabilitation Programs	50	20			70
16. Application for CHFA Rehabilitation Programs	50	20			70
Total	215	150			365
Conservation					
10. Extension of Affordability Controls in City-Subsidized Projects		116			116
13. Continuation of Mortgage Credit Certificate Program			100		100
30. Continuation of Support for ACHA Section 8 Administration	461				461
31. Extension of Affordability Controls in Federally-Subsidized Projects	155				155
Total	616	116	100		832

*See Table 52 on page 71.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The 1990 Union City Housing Element Update is one of the first steps in the overall revision of the City's General Plan. The City is in the process of preparing specific plans for the Decoto Industrial Park Study Area (DIPSA), Hillside, and the Dyer Street Triangle. It is intended that upon completion of these specific plans the City will proceed with a comprehensive revision of the General Plan. As part of the General Plan revision, this Housing Element will be revised to establish consistency and linkages with other general plan elements.

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PART II

INTRODUCTION

Under State law the housing element must contain extensive documentation of the housing stock, housing needs, and resources available to meet those needs, and constraints on housing production. Specifically, the housing element must include all of the following:

- An analysis of population and employment trends and documentation of projections and a quantification of the locality's existing and projected housing needs for all income levels
- An analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition
- An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites
- An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures
- An analysis of potential and actual nongovernmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction
- An analysis of any special housing needs, such as those of the handicapped, elderly, large families, farmworkers, and families and persons in need of emergency shelter
- An analysis of opportunities for energy conservation with respect to residential development
- An analysis of assisted housing development eligible to change to non-low-income housing

The following four chapters satisfy these requirements and provide the foundation for the development of goals, policies, implementation measures, and quantified objectives. Chapter 1 documents Union City's population and household characteristics, employment and economic trends, housing stock, and existing and future housing needs. Chapter 2 identifies and assesses available sites and services to meet identified needs. Chapter 3 describes potential governmental and non-governmental constraints on the production of affordable housing. Chapter 4 reviews past and current housing efforts in Union City.

These chapters draw on a broad range of informational sources. Information on population, housing stock, and economics comes primarily from the 1980 U.S. Census, the California Department of Finance, the Association of Bay Area Governments, and City of Union City records. Information on available sites and services for housing comes from numerous public agencies. Information on constraints on housing production and past and current housing efforts in Union City comes from City staff, other public agencies, and a number of private sources.

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CHAPTER 1

HOUSING NEEDS AND HOUSING STOCK

This chapter includes information on Union City's population, households, employment, housing stock, and existing and future housing needs. In most cases, information about Union City is compared with information from the neighboring cities of Fremont, Hayward, and Newark, as well as the county as a whole. Some data at the census tract level has been provided to portray the spatial distribution of important housing and population characteristics. Census tracts are referred to in the report by the corresponding planning area names. Discussion of the information is oriented to identifying trends, potential shortcomings, and issues requiring a policy position.

Because the Lowry Road area was essentially undeveloped at the time of the 1980 Census, the census information has been supplemented by more current information on this area. Appendix A includes a statistical profile of the Lowry Road area based on information collected in 1986.

POPULATION AND EMPLOYMENT CHARACTERISTICS

Historical Population Growth

Since incorporation of the Alvarado and Decoto neighborhoods in 1959, Union City's population has grown rapidly. The Census Bureau recorded 6,618 persons living in newly-incorporated Union City in 1960. Since that time the population has multiplied more than seven times, resulting in an estimated current city population of 50,454 (see Table 3).

TABLE 3

POPULATION GROWTH
Union City and Selected Areas
1980-1990

	Union City		Fremont		Hayward		Newark		Alameda County	
	Population	Growth	Population	Growth	Population	Growth	Population	Growth	Population	Growth
1980	39,406		131,945		93,585		32,126		1,105,779	
1981	40,759	3.4%	135,398	2.6%	95,015	1.5%	32,609	1.5%	1,117,050	1.0%
1982	42,215	3.6%	138,066	2.0%	95,750	0.8%	32,689	0.2%	1,132,297	1.4%
1983	43,857	3.9%	140,132	1.5%	97,855	2.2%	34,645	6.0%	1,149,157	1.5%
1984	45,783	4.4%	143,182	2.2%	98,836	1.0%	35,548	2.6%	1,166,831	1.5%
1985	47,996	4.8%	146,806	2.5%	99,502	0.7%	36,569	2.9%	1,180,974	1.2%
1986	49,123	2.3%	152,522	3.9%	100,579	1.1%	37,073	1.4%	1,201,668	1.8%
1987	49,889	1.6%	157,498	3.3%	101,146	0.6%	38,024	2.6%	1,214,070	1.0%
1988	50,120	0.5%	165,222	4.9%	104,981	3.8%	39,398	3.6%	1,241,592	2.3%
1989	49,906	-0.4%	168,998	2.3%	104,549	-0.4%	39,231	-0.4%	1,252,425	0.9%
1990	50,454	1.1%	173,116	2.4%	105,504	0.9%	39,482	0.6%	1,265,929	1.1%

Sources: California Department of Finance, 1980-1990.

Population Projections

According to population projections produced by the Association of Bay Area Governments (ABAG) in *Projections '90*, Union City's population is expected to grow moderately through 2005, with annual growth expected to average about 1.5 percent between 1990 and 2005. As Table 4 indicates, the city's population is projected to grow to 64,100 by 2005, representing an increase of 11,800 residents from ABAG's estimated 1990 Union City population of 52,300. Of Union City's neighboring communities, only Hayward is expected to grow more rapidly than Union City over the 15-year period (see Figure 1).

TABLE 4
POPULATION PROJECTIONS
Average Annual Growth
Union City and Neighboring Communities
1990 to 2005

Jurisdiction	1990		1995		2000		2005		1990-2005	
	Pop	Growth	Pop	Growth	Pop	Growth	Pop	Growth	Pop	Growth
Union City	52,300	1.5%	55,200	1.1%	58,300	1.1%	64,100	2.0%	11,800	1.5%
Fremont	175,200	3.6%	188,900	1.6%	198,300	1.0%	203,600	0.5%	28,400	1.1%
Hayward	129,400	1.0%	145,900	2.6%	161,100	2.1%	164,400	0.4%	35,000	1.8%
Newark	40,700	1.9%	43,400	1.3%	43,600	0.1%	45,700	1.0%	5,000	0.8%
Alameda County	1,272,000	1.4%	1,330,800	0.9%	1,387,900	0.9%	1,444,600	0.8%	172,600	0.9%

Source: Association of Bay Area Governments, *Projections 90*, December 1989.

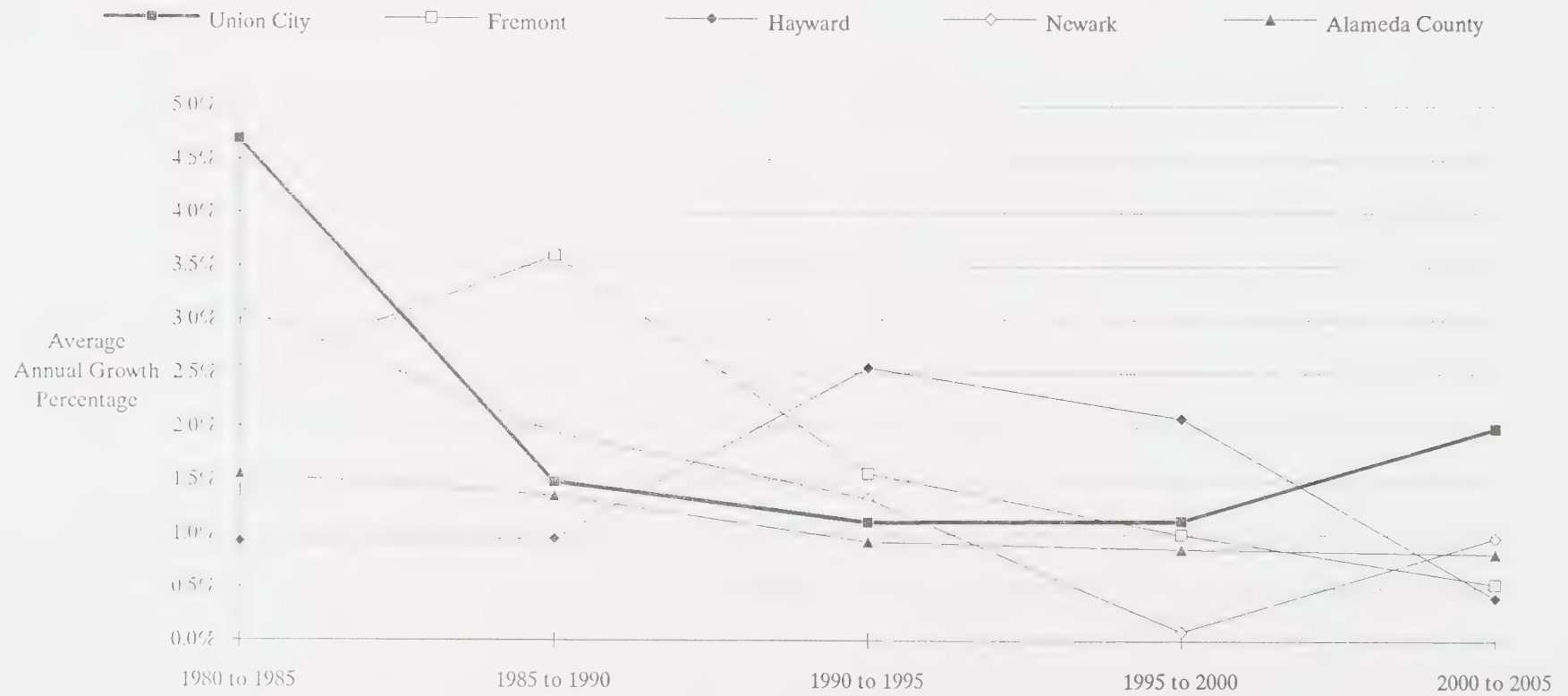
Age of the Population

The median age of Union City's residents rose during the 1970s, increasing from 23.3 in 1970 to 26.0 in 1975. The city's median age increased further to 27.2 in 1980. This was, however, still younger than that of most neighboring cities and Alameda County as a whole, where the median age was 30.7 years.

Table 5 shows the 1980 population age structure of Union City, surrounding communities, and Alameda County. As Table 5 indicates, Union City had the highest percentage of pre-school-aged residents of the areas reviewed as well as the second highest percentage of school-aged children. The county had a much higher proportion of persons 65 or older--more than 9 percent--while Union City's senior citizen population was approximately 5.5 percent of the total. This represented a slight increase in this age group from the 1970 census, at which time 3.8 percent of Union City's population was 65 years of age or older.

FIGURE 1

HISTORICAL AND PROJECTED POPULATION GROWTH RATES
Union City and Neighboring Communities
1980 to 2005



Source: Association of Bay Area Governments, Projections '90, December 1989.

TABLE 5
POPULATION AGE
Union City and Selected Areas
1980

Area	Under 5		5 to 17		18 to 64		65 and over		Median Age
	Number	%	Number	%	Number	%	Number	%	
Union City	3,746	9.5	9,671	24.5	23,834	60.5	2,155	5.5	27.2
Fremont	9,970	7.6	29,707	22.5	85,388	64.7	6,880	5.2	28.2
Hayward	6,849	7.3	17,537	18.6	61,456	54.3	8,325	8.8	29.6
Newark	2,835	8.8	8,597	26.8	19,661	61.2	1,033	3.2	26.3
Alameda County	64,580	5.9	182,521	16.5	756,461	68.4	101,537	9.2	30.5

Source: U.S. Bureau of the Census

The geographical distribution of age groups within Union City in 1980 was relatively uniform. The census data in Table 6 indicate that only the 65 or older age group displayed a clear tendency to cluster within a limited area. At 22 percent, the Hills census tract had the highest percentage of residents 65 or older. This was attributable, in large part, to the presence of the Masonic Home. Taken together, the Hills, Decoto, Town Estates/Central Bay, and Almaden/Hop Ranch census tracts accounted for 64 percent of the city's population that was 65 or older. These tracts are all in the central or northeastern part of the city.

Survey information collected from homebuyers within the Lowry Road area during the early 1980s (see Appendix A) indicated that residents of the area tended to cluster around the city's median age, with significantly fewer residents in the extreme age groups than there were citywide in 1980.

TABLE 6
AGE DISTRIBUTION BY CENSUS TRACT
Union City
1980

Planning Area	Census Tract #	Total Population	Percentage in Each Group			
			Under 5	5-17	18-64	65+
Dry Creek Hills	4380	461	7%	21%	56%	10%
Hills	4401	1,432	5	15	55	22
Decoto	4402	4,661	11	22	61	7
Town Estates/Central Bay	4403.01	4,797	7	24	64	6
Casa Verde	4403.02	4,305	10	29	68	3
Old Alvarado	4403.03	1,302	8	23	62	7
Hall Ranch	4403.04	3,208	12	27	59	3
Ranchwood	4403.05	3,971	11	30	58	1
Crestwood	4403.06	3,249	11	29	58	2
Almaden/Hop Ranch	4403.07	3,324	8	19	64	9
Logan/Civic Center	4403.08	4,614	8	25	63	3
Westview/Arroyo	4403.09	4,082	11	22	65	3
Lowry Road	4415	0	0	0	0	0
No Name	4351	0	0	0	0	0

Source: U.S. Bureau of the Census, 1980.

The 18- to 64-year-old age group accounted for 60.5 percent of Union City's population in 1980, and all of the individual census tract percentages were close to this figure. Similarly, the census tract percentages for the 5- to 17-year age group cluster were all relatively close to 24.5 percent, the percentage for the city as a whole. The preschool population--9.5 percent of the total city population--was also fairly evenly distributed throughout the residential areas of the city.

Table 7 compares Union City age trends between 1960 and 1980 with neighboring communities. While the table shows that the population in all of these areas was generally older in 1980 than in 1960, Union City's pre-school-aged population has declined less than it has elsewhere in the area.

TABLE 7
POPULATION AGE BY PERCENTAGE
Union City and Selected Areas
1960-1980

	Under 5			5-17			18-64			65+		
	1960	1970	1980	1960	1970	1980	1960	1970	1980	1960	1970	1980
Union City	15.8%	11.6%	9.5%	29.7%	30.7%	24.5%	49.1%	53.9%	60.5%	5.4%	3.8%	5.5%
Fremont	16.1	9.3	7.6	30.1	33.7	22.5	49.9	53.5	64.7	3.8	3.5	5.2
Hayward	15.4	9.1	7.3	29.0	27.3	18.6	51.9	58.4	65.3	3.7	5.2	8.8
Newark	16.5	11.5	8.8	30.8	35.6	26.8	50.2	50.7	61.2	2.5	2.2	3.2
Alameda County	10.6	7.8	5.9	22.5	23.4	16.5	57.4	59.6	68.4	9.5	9.2	9.2

Source: U.S. Bureau of the Census, 1960, 1970, and 1980.

Race and Ethnicity

As indicated in Table 8, Union City had a much more diverse population in 1980 than did neighboring cities and the county as a whole. Table 9 shows that in 1980 the city was home to a large group of people with Spanish origins, with this group having accounted for nearly 28 percent of the total population in 1980. This percentage was larger than the corresponding groups in neighboring cities and the county. Although the absolute number of persons of Spanish origin increased in during the 1970s, their percentage of the total population has declined. Asians and Pacific Islanders were the most rapidly growing ethnic group identified in the census in the 1970s, constituting approximately 18 percent of the 1980 population.

TABLE 8

PERCENTAGE OF THE TOTAL POPULATION BY RACE
Union City and Selected Areas
1960 to 1980

	White			Black			Other*		
	1960	1970	1980	1960	1970	1980	1960	1970	1980
Union City	96.3%	93.4%	60.2%	1.7%	1.1%	8.4%	1.4%	5.5%	31.4
Fremont	98.3	96.8	83.7	0.0	0.4	2.5	1.6	2.8	13.8
Hayward	98.5	93.8	75.4	0.1	1.8	5.7	1.4	4.4	18.9
Newark	97.7	94.6	77.1	0.0	0.7	3.6	2.3	4.8	19.3
Alameda County	84.7	79.8	67.8	12.3	15.0	18.4	3.1	5.2	13.8

*The "Other" category includes persons of Spanish origin; Asians and Pacific Islanders; and American Indians, Eskimos and Aleuts. As explained in Appendix B, statistics on race and ethnicity in the 1960, 1970, and 1980 censuses are not directly comparable.

Source: U.S. Bureau of the Census, 1960, 1970, and 1980.

TABLE 9

POPULATION CHANGE BY RACE AND ETHNIC GROUP
Union City
1970 - 1980

Group	1970		1980		Change	
	Number	Percentage	Number	Percentage	Number	Percentage
White	13,752	93.4	23,709	60.2	9,957	+72.4
Black	152	1.0	3,331	8.4	3,179	+2,091.0
American Indian, Eskimo, Aleut	52	0.4	238	0.6	186	+358.0
Asian and Pacific Islander	482	3.3	7,142	18.1	6,660	+1,382.0
Other	286	1.9	4,986	12.7	4,700	+1,643.0
Totals	14,724	100.0	39,406	100.0	24,682	+168.0
Spanish Origin*	6,708	45.6	10,908	27.7	4,200	+63.0

*Because of a change in the definition of "Spanish Origin," 1970 and 1980 figures are, as explained in Appendix B, not directly comparable.

Source: U.S. Bureau of the Census, 1970 and 1980.

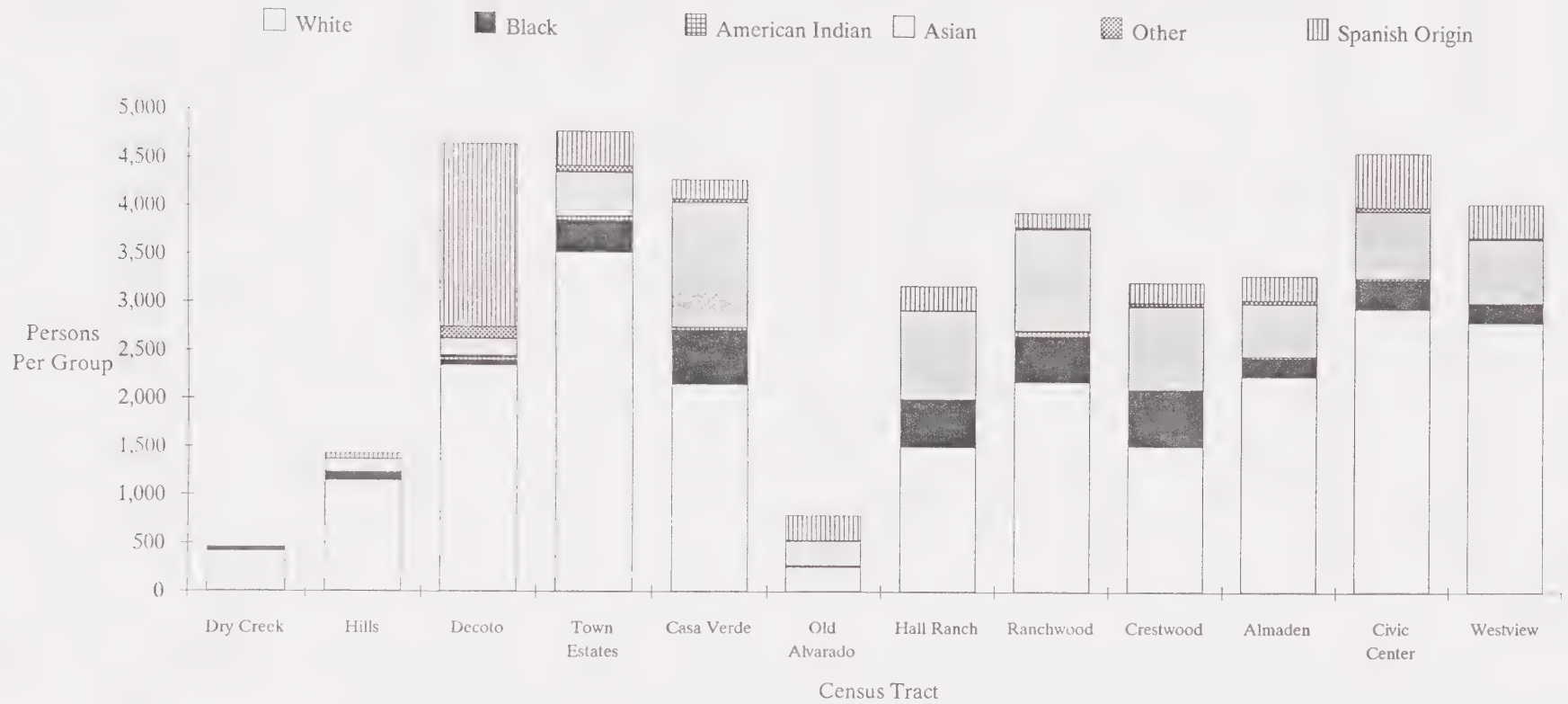
To varying degrees, Union City's ethnic groups were clustered together in specific areas of the city in 1980, as Table 10 and Figure 2 indicate. Asians and Pacific Islanders were most prominent in the Casa Verde, Hall Ranch, Ranchwood, and Crestwood census tracts. These four tracts, all in the western part of the city, contained 58.4 percent of the Asian/Pacific Islander population of Union City. These same four census tracts contained 64.1 percent of the black population.

FIGURE 2

ETHNICITY AND RACE BY CENSUS TRACT

Union City

1980



Source: U.S. Census Bureau, 1980

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TABLE 10

RACE AND ETHNICITY BY CENSUS TRACT
Union City
1980

Planning Area	Tract #	White		Black		American Indian		Asian		Other		Spanish Origin		Total Number
		Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	
Dry Creek Hills	4380	411	89.2%	46	10.0%	4	0.9%	0	0.0%	0	0.0%	0	0.0%	461
Hills	4401	1,148	80.2	89	6.2	0	0.0	136	9.5	0	0.0	59	4.1	1,432
Decoto	4402	2,358	50.6	46	1.0	54	1.2	177	3.8	119	2.6	1,907	40.9	4,661
Town Estates/Central Bay	4403.01	3,545	73.9	323	6.7	42	0.9	466	9.7	69	1.4	352	7.3	4,797
Casa Verde	4403.02	2,163	50.2	570	13.2	31	0.7	1,303	30.3	38	0.9	200	4.6	4,305
Old Alvarado	4403.03	256	31.9	13	1.6	0	0.0	258	32.2	9	1.1	266	33.2	802
Hall Ranch	4403.04	1,521	47.4	499	15.6	0	0.0	928	28.9	0	0.0	260	8.1	3,208
Ranchwood	4403.05	2,200	55.4	482	12.1	54	1.4	1,065	26.8	18	0.5	152	3.8	3,971
Crestwood	4403.06	1,531	47.1	585	18.0	4	0.1	876	27.0	40	1.2	213	6.6	3,249
Almaden/Hop Ranch	4403.07	2,261	68.0	196	5.9	13	0.4	558	16.8	37	1.1	259	7.8	3,324
Logan/Civic Center	4403.08	2,979	64.6	301	6.5	15	0.3	703	15.2	45	1.0	571	12.4	4,614
Westview/Arroyo	4403.09	2,836	69.5	181	4.4	21	0.5	672	16.5	15	0.4	357	8.7	4,082
Lowry Road	4415	--	--	--	--	--	--	--	--	--	--	--	--	--
No Name	4351	--	--	--	--	--	--	--	--	--	--	--	--	--
Citywide Totals		23,209	59.7%	3,331	8.6%	238	0.6%	7,142	18.4%	390	1.0%	4,596	11.8%	38,906

Source: U.S. Census Bureau, 1980.

The Decoto census tract was the most ethnically distinct area in the city in 1980; 77.8 percent of the residents there were of Spanish origin. The Old Alvarado and Logan/Civic Center census tracts also had high percentages of persons of Spanish origin. Of the Spanish origin ethnic category citywide, 76 percent were of Mexican heritage in 1980.

Persons in Group Quarters

The U.S. Census Bureau defines persons in group quarters as persons in living arrangements that are not households, including institutions, college dormitories, and boarding houses. The Census reported that 312 persons were living in group quarters in Union City in 1980; more than 90 percent of these were residents of homes for the aged (e.g., Masonic Home). Only 0.8 percent of all Union City residents were living in group quarters, compared to 1.0, 1.5, and 2.5 percent of the populations in Fremont, Hayward, and Alameda County, respectively.

Employment and Unemployment

According to ABAG estimates, Union City had a total of 10,536 jobs and 18,463 employed residents in 1980 and 10,770 jobs and 25,100 employed residents in 1990. As Table 11 shows, ABAG projects the number of jobs to increase to 13,360 and the number of employed residents to grow to 33,800 by the year 2005. (See jobs/housing balance analysis at the end of this chapter.)

TABLE 11
EMPLOYMENT PROJECTIONS
Average Annual Growth
Union City and Neighboring Communities
1990 to 2005

Jurisdiction	1990		1995		2000		2005		1990-2005	
	Jobs	Growth	Jobs	Growth	Jobs	Growth	Jobs	Growth	Jobs	Growth
Union City	10,770	0.7%	11,290	1.0%	12,240	1.7%	13,360	1.8%	2,590	1.6%
Fremont	55,780	5.3%	72,770	6.1%	86,230	3.7%	95,400	2.1%	39,620	4.7%
Hayward	76,780	1.9%	83,230	1.7%	89,080	1.4%	92,590	0.8%	15,810	1.4%
Newark	17,140	4.9%	20,420	3.8%	23,510	3.0%	24,950	1.2%	7,810	3.0%
Alameda County	608,480	2.1%	675,410	2.2%	740,600	1.9%	783,350	1.2%	174,870	1.9%

Source: Association of Bay Area Governments, *Projections '90*, December 1989.

Table 12 shows how unemployment rates in Union City, Alameda County, and statewide varied between 1980 and 1989. As the table indicates, unemployment was at its lowest in 1989. It should be noted that the relationship between the city's rate and the county's rate has remained constant since 1980; this is result of the State Employment Development Department's methodology, which assumes the relationship reported in the 1980 census has been maintained.

TABLE 12

CIVILIAN LABOR FORCE UNEMPLOYMENT RATE
Union City, Alameda County, and California
1980-1989

Year	Union City	Alameda County	California
1980	6.2%	8.5%	6.8%
1981			7.4
1982	8.5	9.2	9.9
1983	7.7	8.6	9.7
1984	6.3	7.0	7.8
1985	5.9	6.6	7.2
1986	5.5	6.1	6.7
1987	4.6	5.1	5.8
1988	4.2	4.6	5.3
1989	3.8	4.2	5.1

Source: California Employment Development Department, October 1990.

1980 unemployment rates for individual census tracts are shown in Table 13. The Decoto census tract had the most serious problem, with an unemployment rate of 10.7 percent, far higher than the citywide figure of 6.2 percent. The Hall Ranch tract, with 8.6 percent, and the Old Alvarado tract, with 8.0 percent, also had high unemployment rates. The lowest unemployment rates in the city were found in the Casa Verde tract, with 3.9 percent, and the Ranchwood tract, with 4.4 percent.

TABLE 13
CIVILIAN LABOR FORCE AND UNEMPLOYMENT RATE
By Union City Census Tract
1980

Planning Area	Census Tract	Total Employees	Unemployment Rate (%)
Dry Creek Hills	4380	233	7.3
Hills	4401	652	4.6
Decoto	4402	2,119	10.7
Town Estates/Central Bay	4403.01	2,408	4.5
Casa Verde	4403.02	2,266	3.9
Old Alvarado	4403.03	700	8.0
Hall Ranch	4403.04	1,593	8.6
Ranchwood	4403.05	1,817	4.4
Crestwood	4403.06	1,554	5.6
Almaden/Hop Ranch	4403.07	1,813	5.1
Logan/Civic Center	4403.08	2,292	7.0
Westview/Arroyo	4403.09	2,027	5.9
Citywide		19,674	6.2

Source: U.S. Bureau of the Census

HOUSEHOLD CHARACTERISTICS

Size and Number of Households

The Census Bureau defines a household as a group of people, related or not, living together in a dwelling unit. Table 14 shows historic household size information for Union City and neighboring communities from 1970 to 1990. While all of the areas listed experienced reductions in the average number of persons per household between 1980 and 1990, Union City's was the least substantial, falling from 3.278 to 3.273, a reduction of only 0.13 percent. The city's 1990 household size was about the same as Newark's (3.260), but was substantially higher than Fremont's (2.808), Hayward's (2.576), or the county as a whole (2.504).

Table 15 shows the number and percentage of very-large households (six- or more persons) in 1980. The high percentage of very large households in Union City when compared to most neighboring jurisdictions and the county is noteworthy, as is the low percentage of single-person households.

TABLE 14

HOUSEHOLD SIZE
Union City and Selected Areas
1970 through 1990

Year	Union City	Fremont	Hayward	Newark	Alameda County
1970	3.820	3.750	3.270	4.080	2.840
1980	3.278	2.962	2.679	3.486	2.529
1981	3.297	2.955	2.665	3.478	2.528
1982	3.329	2.953	2.658	3.466	2.537
1983	3.395	2.958	2.664	3.464	2.552
1984	3.358	2.960	2.662	3.443	2.556
1985	3.360	2.941	2.653	3.389	2.548
1986	3.347	2.895	2.638	3.353	2.536
1987	3.327	2.873	2.607	3.332	2.530
1988	3.323	2.844	2.613	3.294	2.528
1989	3.293	2.822	2.582	3.265	2.510
1990	3.273	2.808	2.576	3.260	2.504

Sources: U.S. Bureau of the Census, 1970; California State Department of Finance, 1980-1990.

TABLE 15

HOUSEHOLDS WITH SIX OR MORE PERSONS
Union City and Selected Areas
1980

Area	Number of Households	Percentage of Total Households
Union City	1,153	9.5
Fremont	2,471	5.6
Hayward	1,765	5.1
Newark	894	9.7
Alameda County	18,141	4.3

Source: U.S. Bureau of the Census

According to the 1980 Census, one-person households composed 13.0 percent of the Union City population and the geographic distribution of these residents within the city was somewhat uneven (Table 16). There were moderate concentrations of one-person households in the Town Estates/Central Bay area (20.2 percent), the Logan/Civic Center area (18.1 percent), and in the Almaden/Hop Ranch area (16.7 percent). These three areas accounted for 51.8 percent of the one-person households in Union City. Not surprisingly, these areas had a substantial number of multi-family housing units--43.5 percent of the multi-family units within the city.

TABLE 16
ONE PERSON HOUSEHOLDS BY CENSUS TRACT
Union City
1980

Planning Area	Census Tract	Total Households	One Person Households	% of Total
Dry Creek Hills	4380	148	26	17.6
Hills	4401	376	66	17.6
Decoto	4402	1,298	143	11.0
Town Estates/Central Bay	4403.01	1,614	326	20.2
Casa Verde	4403.02	1,131	41	3.6
Old Alvarado	4403.03	416	46	11.1
Ranchwood	4403.04	987	160	1.6
Hall Ranch	4403.05	1,102	13	1.3
Crestwood	4403.06	930	132	14.2
Almaden/Hop Ranch	4403.07	1,249	211	16.7
Logan/Civic Center	4403.08	1,486	26	18.1
Westview/Arroyo	4403.09	1,291	122	9.5
Citywide		11,941	1,555	13.0

Source: U.S. Bureau of the Census

Table 17 shows household size breakdowns by racial and ethnic origins. This table explains, in part, the high percentage of large and very large households in the city in 1980. According to the 1980 Census, Spanish origin and Asian and Pacific Islander households were significantly larger than the city average.

TABLE 17
HOUSEHOLD SIZE BY ETHNIC GROUP
Union City
1980

Group	Household Size
White	3.03
Black	3.39
American Indian, Eskimo, Aleut	2.85
Asian and Pacific Islander	3.92
Spanish Origin	3.89
Citywide	3.28

Source: U.S. Bureau of the Census

Table 18 and Figure 3 show the ABAG projections for household size in Union City and neighboring communities. The larger-than-average number of persons per household and presence of large families both have important planning implications for housing types and sizes and for school district and City service provision. As Table 18 indicates, ABAG projects that household sizes will remain high, but will decline steadily through 2005.

TABLE 18
HOUSEHOLD SIZE ESTIMATES AND FORECASTS
Population Per Household (PPH) and Compounded Annual Change
1980 to 2005

Year	Union City		Fremont		Hayward		Newark		Alameda County	
	PPH	Change	PPH	Change	PPH	Change	PPH	Change	PPH	Change
1980	3.27		2.96		2.65		3.48		2.53	
1985	3.35	0.5%	2.94	-0.1%	2.62	-0.2%	3.42	-0.3%	2.56	0.2%
1990	3.25	-0.6%	2.82	-0.8%	2.50	-0.6%	3.30	-0.7%	2.51	-0.4%
1995	3.10	-0.7%	2.77	-0.4%	2.50	-0.3%	3.25	-0.3%	2.48	-0.2%
2000	3.07	-0.4%	2.74	-0.2%	2.41	-0.7%	3.21	-0.2%	2.46	-0.2%
2005	3.00	-0.3%	2.73	-0.1%	2.37	-0.3%	3.17	-0.3%	2.44	-0.2%

Source: Association of Bay Area Governments, *Projections 90*, December 1989

Household Income

The 1980 Census reported Union City median household income to be \$24,093, or 30 percent higher than the county median of \$18,700. Table 19 shows median income in Union City and other areas in 1970 and 1980. Household income increased by about 113 percent in Union City during the 1970s, far exceeding county and Bay Area income increases.

TABLE 19
ANNUAL HOUSEHOLD INCOME
Union City and Selected Areas
1970-1980

Area	1970	1980	Percentage Change
Union City	\$11,320	\$24,093	112.8%
Fremont	12,659	25,342	100.2
Hayward	11,099	19,987	80.1
Newark	12,114	26,368	117.7
Alameda County	11,133	18,700	68.0
Bay Area	11,745	20,607	75.5

Source: U.S. Bureau of the Census, 1970 and 1980.

The 1980 census also estimated median household incomes for each census tract in Union City. Although most of the tracts were near the citywide median of \$24,093, the Decoto census tract was significantly lower, with a median household income of \$20,231. Both the Ranchwood census tract, with \$30,134, and the Casa Verde census tract, with \$28,549, had much higher median household incomes. A survey of households buying homes in the Lowry Road area during the mid-1980s indicated that only 7 percent of the responding households fell below the county median household income and over 80 percent earned more than 120 percent of the median.

The California Department of Housing and Community Development has defined four income categories for use in administering housing programs. These categories also can serve as measures of income distribution for comparisons among and within local jurisdictions. The income categories are defined as very-low (less than 50 percent of median household income for households in a given geographic area), low (50-80 percent of an area's median household income), moderate (81-120 percent of median income) and above-moderate (over 120 percent of median income). Various income levels are assigned to the income categories depending on household size, but use of the categories for comparative and related analyses is based on four-person households.

The California Department of Housing and Community Development (HCD) estimates that the 1990 Alameda County median household income is \$44,100 per year. This is higher than ABAG's 1990 countywide estimate (\$40,100), but very close to its estimate for Union City (\$44,300). Based on the HCD median household income figure and the HCD income categories described above, very low-income households earn less than \$22,050 per year. Low-income households earn \$22,050-\$35,280; moderate-income households have incomes of \$35,280-\$52,920; above moderate-income households earn over \$52,920.

Figure 4 shows estimated and projected household incomes for Union City and its neighboring communities from 1980 to 2005 according to the Association of Bay Area Governments. Because the incomes figures cited in Figure 4 are stated in terms of constant 1988 dollars, they do not correspond

with the income estimates shown in Table 19. As Figure 4 indicates, Union City residents have been, and are expected to remain, more wealthy than Alameda County and Hayward residents but not as well off as residents of Fremont and Newark.

HOUSEHOLDS WITH SPECIAL REQUIREMENTS

Elderly Heads of Households

When compared with all households, elderly households tend to have lower incomes, are disproportionately more often single-person households, have more physical disabilities, and less often have automobiles available. While elderly households more often own their homes and have lower ownership costs than other households, elderly renter households are likely to pay a larger proportion of their incomes for rent than other households. As the city ages, it is likely that the population will also age. Increases in the elderly population will likely lead to increases in demand for senior housing and alternative living arrangements (e.g., shared units) and, because many senior citizens are on fixed incomes, an increased need for stable housing costs.

In 1980, 970 households, or 8.5 percent of the city's total households, were headed by persons 65 years of age or older. This percentage was about a third smaller than the countywide percentage. About 10.6 percent (103) of Union City's households with elderly heads were living below the poverty level in 1980, compared with 7.7 of the all households in the city. If the 1980 percentage of elderly households (8.5 percent) were applied to the total number of households in the city in 1990, then the total number of elderly households would have been approximately 1,300.

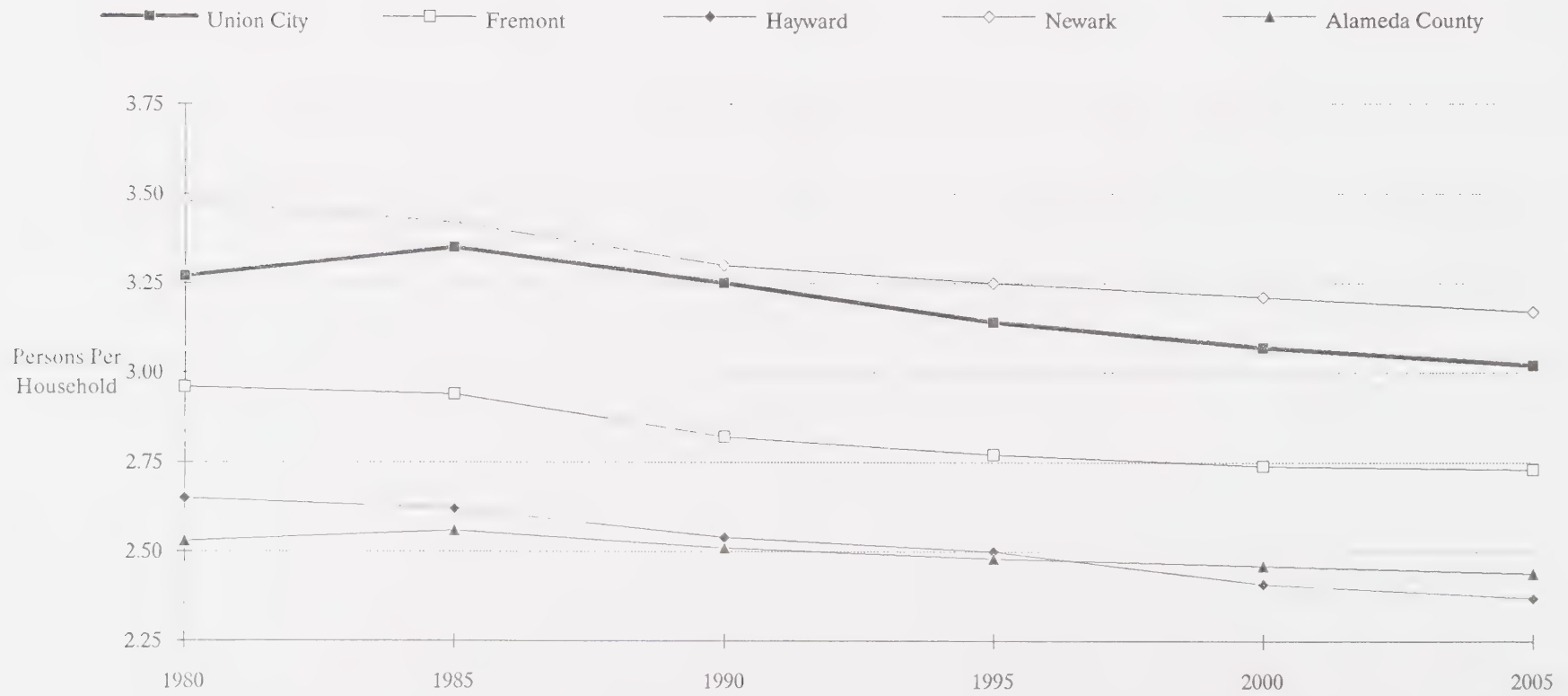
Single-Person Heads of Households

Single-parent households require more social services, such as day care and recreation programs, than do households headed by couples. The traditional wage gap between male and female workers places an additional strain on the female-headed households, especially because a higher proportion of them have children at home.

Table 20 summarizes information from the 1980 Census on household structure. Of the 11,941 households counted in the 1980 census, 1,479 (12.4 percent) were headed by a single man or woman. The majority of these, 1,070 households, were headed by women, and 80 percent of these households (795 or 6.7 percent of all households) had children under the age of 18. Of the single-female-headed households with children 223 (28.1 percent) lived below the poverty level. If the same percentage of 1990 households were headed by single females with children as in 1980, then there would have been just over 1,000 such households in Union City as of January 1990.

FIGURE 3

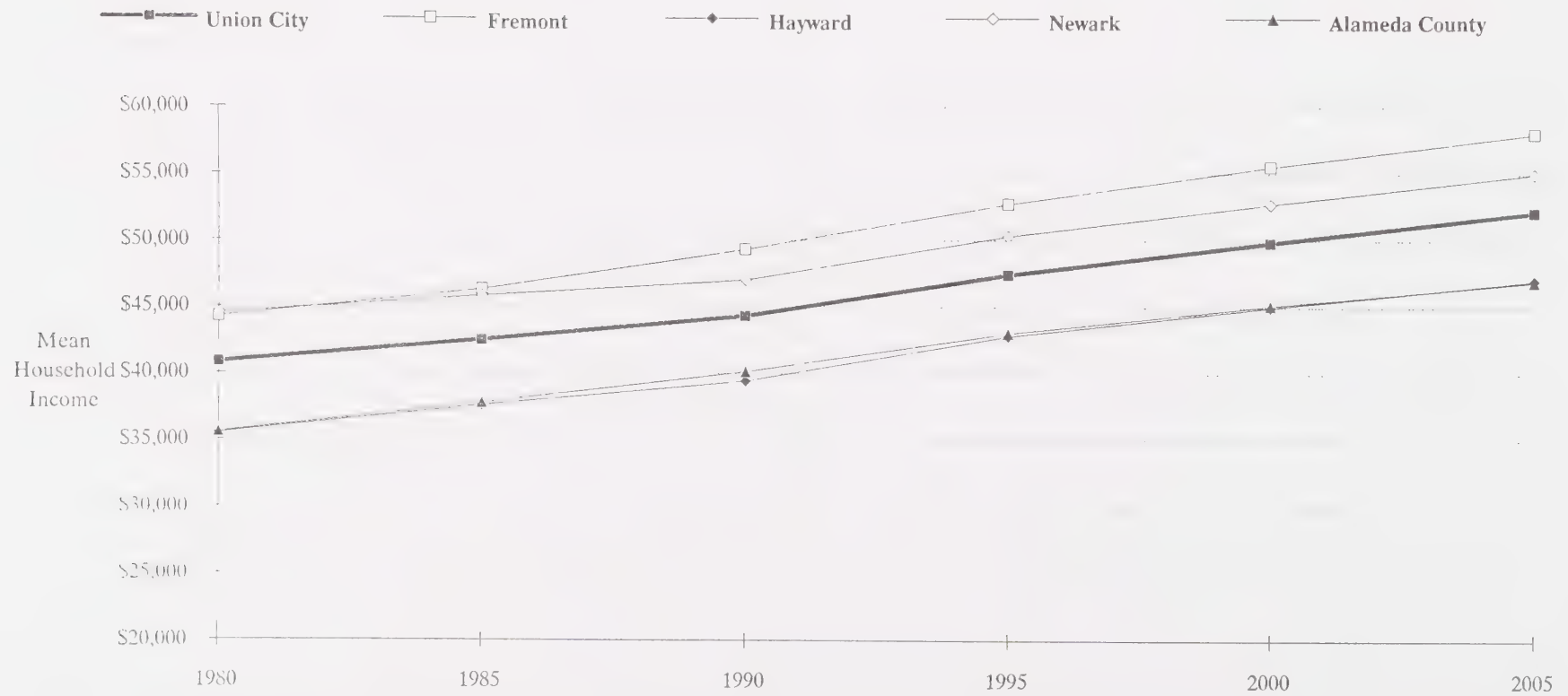
HOUSEHOLD SIZE ESTIMATES AND FORECASTS
Union City and Neighboring Communities
1980 to 2005



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FIGURE 4

ESTIMATED AND PROJECTED MEAN HOUSEHOLD INCOME
Union City and Neighboring Communities
1980 to 2005



Source: Association of Bay Area Governments, Projections '90, December 1989.

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TABLE 20
HEADS OF HOUSEHOLD PROFILE
Union City and Alameda County
1980

	Union City		Alameda County	
	Number	Percentage	Number	Percentage
Family Households				
Married-Couple Family	8,467	70.9	14,063	50.1
With Children	5,446		102,288	
Male Householder	409	3.4	12,803	3.0
With Children	201		5,202	
Female Householder	1,070	9.0	49,935	11.7
With Children	795		33,555	
Non-Family Households	1,995	16.7	150,571	35.2
Total Households	11,941		427,372	

Source: U.S. Bureau of the Census, 1980.

Disabled Persons

The U.S. Census records the number of people whose physical or psychological disabilities hinder or prevent employment and the use of public transportation. Table 21 presents the number of city residents with such handicaps. City percentages were lower than Alameda County figures and also were much lower than state averages. Union City should, however, be conscious of its disabled population because, according to the 1980 Census, 2.1 percent of its 16- to 64-year-olds were prevented from working and 1.5 percent of all Union City residents had transit disabilities. If these same transit disability percentages were applied to the city's estimated 1990 population of 50,454, just over 600 residents would have such disabilities. The City should be sensitive to the needs of this group when planning for public services, designing public buildings, and encouraging handicapped-access housing and facilities.

TABLE 21
NON-INSTITUTIONAL PERSONS BY DISABILITY STATUS
1980

	Union City		Alameda County	California
	Number	Percentage	Percentage	Percentage
With a Work Disability 16-64	1,662	4.2	5.7	8.2
In Labor Force	674	1.7	2.1	3.2
Not In Labor Force	988	2.5	3.6	5.0
Prevented From Working	810	2.1	3.0	4.1
Not Prevented From Working	178	0.5	0.7	0.9
With a Transit Disability	597	1.5	2.9	6.6
16-64 Years	305	0.8	1.3	1.7
65 Years and Over	292	0.7	1.6	4.9

Source: U.S. Bureau of the Census, 1980.

Large Families

Large households are typically defined as those with five or more persons. In 1980 the percentage of such households in Union City (21.4 percent) was twice that of Alameda County (10.6 percent). If this percentage were applied to the total number of households in the city in 1990, then there would have been approximately 3,275 large households in Union City in January 1990. Less than 30 percent of Union City's large households in 1980 were living in rental housing. Furthermore, nearly 80 percent of ownership housing contained three or more bedrooms, while less than half that amount of rental housing (37 percent) contained the same number of bedrooms. Thus, the potential supply of rental units that could be considered appropriate for large families was far less than for similar households occupying ownership housing.

Even when larger units are available, large families are often prevented from renting or purchasing them because of income constraints. Rental household incomes were one-third lower than ownership household incomes in 1979, while units with three or more bedrooms cost more to rent or own.

The tract-level 1980 census data indicate that nearly one-half of all large families in the city lived in the Decoto, Old Alvarado, Ranchwood, and Crestwood census tracts. The Decoto tract alone accounted for approximately 15 percent of all large families in the city, while only about 12 percent of the city's population lived in the Decoto area.

Homeless/Emergency Shelter

The situation of homeless people has reached crisis proportions in the Bay Area as well as throughout the nation. Yet, the true extent of the problem is still difficult to quantify.

The homeless population consists of different kinds of people facing differing living circumstances, including the working homeless (those who are working, but cannot find affordable housing), single-parent households, refugees, battered women, persons recently released from institutions, transients, and persons who have been evicted or are stranded with few resources. Many of the homeless are on the fringe of the labor market and are greatly affected by variations in the economy.

Many public, private, religious, and voluntary organizations provide services and refuge to the homeless within Alameda County. The County Social Services Agency provides partial funding for a number of shelter services and has been actively involved in working with community-based emergency shelters and food service providers. Funding is also provided by grants and contributions from the United Way and various other organizations.

Determining the extent of homelessness is an difficult task at best. The transient nature of the homeless makes accurate counts difficult. An excellent resource for developing an understanding of the homeless situation in Alameda County, however, is the report entitled *Homelessness in Alameda County*, prepared annually by the Emergency Services Network (ESN). The report provides a composite profile of the homeless and an unduplicated count of those individuals and families seeking shelter and assistance in a given week. An unduplicated count means that if an individual contacts two or more services requesting shelter, they would only be counted once. Not included in ESN's counts are the "invisible homeless," which the report describes as "people who are on the verge of homelessness and/or are living temporarily with friends or relatives." The report also does not count "those who have given up looking for shelter and are living under freeway overpasses, in BART stations, in parks, abandoned buildings or in cars."

The following discussion of the homeless in Alameda County is drawn extensively from ESN's 1989 report.

There were a total of 23 shelters in Alameda County in 1989, 22 of which participated in ESN's survey. These 22 shelters provide 898 beds. During a one-week survey in February 1989, 2,149 individuals requested shelter; the corresponding total from 1985 was only 950. The number of requests for shelter have, therefore, increased by an average of about 300 annually. Shelter beds have, however, increased at a rate of only 117 per year.

Of the 2,149 individuals requesting shelter in February 1989, 43 identified Union City as their last place of residence. Keeping in mind that this count does not include the "invisible homeless" mentioned above, it is likely that even twice that number would be a conservatively low estimate of the extent of homelessness in Union City. The disturbing fact is that, in Alameda County, 72 percent of all requests for shelter were denied, primarily due to the fact that there is not enough space to accommodate all of the homeless. Other related, non-shelter resources are also stretched thin or exhausted.

Homeless Family Composition: Of all the requests for shelter in Alameda County in 1989, 69 percent were from women and children. 62 percent were from families with children. Table 22 shows a breakdown of the homeless family composition.

TABLE 22

HOMELESS FAMILY COMPOSITION

Single women with children	43%
Single men	23%
Couples with children	14%
Single women	10%
Single men with children	5%
Couples without children	5%

Source: *Homelessness in Alameda County*, Emergency Services Network of Alameda County, 1989.

Reasons for Homelessness: To better understand the needs of the homeless and to try to develop solutions to the problem, an analysis of the composite profile of the homeless is essential. Table 23 shows a breakdown of the reasons shelter residents became homeless in 1989. 32 percent stated that a temporary living situation had ended, which indicates the ongoing nature of the homeless crisis and alludes to a higher incidence of "hidden homeless" than may currently be perceived. 21 percent became homeless for unknown reasons, indicating the need for more detailed shelter intake methods. This category may also be high due to the accelerated intakes required after the Loma Prieta earthquake on October 17, 1989. Another 20 percent were evicted because they were unable to pay their rent.

TABLE 23

REASONS SHELTER RESIDENTS BECAME HOMELESS

Temporary living situation ended	32%
Other/Unknown	21%
Eviction for inability to pay rent	20%
Domestic Violence	12%
Earthquake	8%
Eviction for non-financial reasons	6%
Other disaster	1%

Source: *Homelessness in Alameda County*, Emergency Services Network of Alameda County, 1989.

Reasons for Inability to Pay Rent: For those who were evicted due to the inability to pay rent, the leading cause was insufficient income. Long term budget crises, substance addiction, alcoholism, and mental disability were also prominent contributors. The percentages in Table 24 add up to more than 100 percent because some of the respondents indicated more than one reason for their inability to pay rent.

TABLE 24

REASONS FOR THE INABILITY TO PAY RENT

Public assistance inadequate	53%
Insufficient income from job	51%
Long term budget crisis/substance addiction	46%
Long term budget crisis/alcoholism	33%
Long term budget crisis/mental disability	32%
Loss of job	19%
Have not applied for public assistance	8%
Relocation	6%
Rent increase	5%
Public assistance pending	5%
Public assistance denied	4%
Public assistance interrupted	3%
Unexpected expenses/loss of income	3%

Source: *Homelessness in Alameda County*, Emergency Services Network of Alameda County, 1989.

Obstacles to Obtaining Housing: The most-often cited obstacle to obtaining housing was the lack of affordable housing. The second leading obstacle, lack of funds for move-in costs, was mentioned more often in 1989 than in 1988, and will probably become a more prominent problem because programs to help offset move-in costs are targeted for elimination by various funding sources. Table 25 shows a breakdown of the most-frequently cited obstacles to obtaining housing.

TABLE 25

OBSTACLES TO OBTAINING HOUSING

Lack of affordable housing	34%
Lack move-in cost	22%
Unable to find job	16%
Long term budget problems	12%
Public assistance problems	8%
Time limits on shelter stays	7%
Other	1%

Source: *Homelessness in Alameda County*, Emergency Services Network of Alameda County, 1989.

Obstacles to Employment: Of those homeless who were able to work, but were unable to find employment, the major obstacles cited were the lack of job openings and lack of skills. Table 26 also shows that 10 percent had given up in their search for employment, further indicating the depth and severity of the homeless crisis.

TABLE 26

OBSTACLES TO EMPLOYMENT

Lack of job openings	27%
Lack of job search skills	26%
Lack of adequate childcare	15%
Given up search for work	10%
Need to stay home with children	8%
Other	8%
Lack of transportation	6%
Lack of appropriate clothes	1%

Source: *Homelessness in Alameda County*, Emergency Services Network of Alameda County, 1989.

Period of Homelessness: Table 27 shows that the majority of homeless had just become so, indicating that the problem is growing. Nine percent of those surveyed had been homeless for more than one year and three percent had been homeless for over three years.

TABLE 27
PERIOD OF TIME HOMELESS

Less than one month	43%
One to six months	25%
Seven to Twelve months	15%
One to three years	6%
Over three years	3%
Unknown	8%

Source: *Homelessness in Alameda County*, Emergency Services Network of Alameda County, 1989.

ESN reports that the number of homeless persons in need of long term (one year or more) services is growing by 15 percent annually. In 1989, 72 percent of shelter residents were in need of long term assistance, such as subsidized/transitional housing, budget counseling, or drug and alcohol counseling. 27 percent were facing a temporary, short term crisis and would probably need only temporary shelter and limited support services.

From the preceding information and tables, it is obvious that numerous variables are involved in determining the needs of the homeless. Unfortunately, the number of homeless is continuing to increase and thousands of individuals are being turned away from Alameda County emergency shelter and voucher programs each month.

In 1989, ESN identified 23 shelters in Alameda County. These shelters served a wide variety of special populations, including women and children, families, single adults, victims of domestic violence, and the mentally disabled.

Since February 1, 1982, Second Chance, Inc., has operated the only permanent emergency shelter in the Tri-City area (Fremont, Newark, and Union City). This 15-bed shelter, which is located in Newark, provides temporary housing for victims of personal crises who cannot find places to stay. It is open to both men and women and to families, although maximum capacity for families is nine persons. Second Chance is currently (October 1990) expanding their facility to accommodate a total of 30 beds. Since 1982, the shelter has served a growing number of persons who have given their last residence as Union City.

Shelter Against Violent Environments (SAVE), a 30-bed shelter in Fremont for battered women of the Tri-City area, has noted a steady increase in the number of calls from women who were not battered, but were requesting shelter for other reasons. SAVE personnel note that the shelter received requests on its hot line at an average rate of 225 persons (battered women and their children) per month in 1989.

Union City participates with, and has a board member on, the Tri-City Homeless Coalition (TCHC). The TCHC, which is an organization of churches, individuals, nonprofit organizations, and cities, provides temporary shelters in Tri-City churches and counseling services from a day-center in Fremont. During the first half of 1990, the TCHC provided a total of 475 bednights (the number of nights a bed is occupied in a shelter) to 18 people who had identified their last place of residence as Union City. The TCHC also provided counseling services to another 15 homeless people from Union City. In addition, the TCHC is currently (November 1990) working with the City of Fremont to secure a site for a permanent shelter to accommodate between 60 and 100 homeless people.

Although Union City does not have a shelter of its own, the City has, along with other cities, provided community development block grant (CDBG) funding for the acquisition of a shelter in Hayward. Union City has also provided partial funding for the aforementioned expansion of the Second Chance facility in Newark and to the Tri-City Volunteers, Inc. in Fremont, who provide shelter, food, and clothing assistance for the homeless or nearly homeless in the Tri-City area. Union City also contributes funding to ESN and the Eden Council for Hope and Opportunity (ECHO) Rental Assistance Program, which provides loan guarantees to apartment owners who allow payment plans for the move-in costs of low- and moderate-income individuals and families in the East Bay. In addition, the City of Union City actively supports the efforts of the Alameda County Housing Authority in their applications for federal and state funding to help them create more affordable housing opportunities in the county.

The City of Union City recognizes that homelessness is a regional issue and that the problem will most effectively be addressed from a regional perspective.

Farmworkers

Farmworkers do not appear to constitute a significant group in Union City. According to the 1980 Census, only about two percent of Union City workers were employed in agriculture, forestry, mining, and fishing combined. Perhaps as many as half of these (i.e., less than 200 workers) were employed in agriculture. Because this is a relatively small population and since agriculture within Union City and in the surrounding area is a declining industry, farmworker housing needs are not considered a significant issue for the Housing Element. Furthermore, in its January 1989 *Housing Needs Determination*, ABAG concluded generally that "there is no regional need for farmworker housing."

HOUSING CHARACTERISTICS

Housing Stock

Housing stock growth in Union City has been substantial, as shown in Table 28. The city's housing supply has multiplied over nine times since 1960.

TABLE 28
HOUSING STOCK GROWTH
Union City
1960-1990

Year	Total Units	Annual Change
1960	1,702	-
1970	3,913	8.7%
1975	9,910	20.4
1980	12,333	4.5
1981	12,668	2.7
1982	13,101	3.4
1983	13,237	1.0
1984	13,774	4.1
1985	14,471	5.1
1986	14,770	2.1
1987	15,113	2.3
1988	15,176	0.4
1989	15,226	0.3
1990	15,636	2.7

Sources: U.S. Bureau of the Census, 1960 and 1970; Special State Certified Census, October 1975; California Department of Finance, 1990.

Table 29 shows that housing supply has expanded at a faster rate in Union City than in other areas, including a dramatic 20.4 percent annually compounded increase in housing stock during the years from 1970 to 1975. Aggressive growth policies, available land, and relatively moderately-priced homes contributed to this rapid growth. Growth slowed substantially between 1975 and 1980, but remained relatively high at 4.5 percent annually. Between 1980 and 1990, housing stock growth averaged 2.4 percent annually.

TABLE 29

HOUSING STOCK GROWTH
Union City and Selected Areas
1970-1990

	Union City		Fremont		Hayward		Newark		Alameda County	
	Units	Growth	Units	Growth	Units	Growth	Units	Growth	Units	Growth
1970	3,913		27,305		28,680		6,801			
1980	12,333	12.2%	45,486	5.2%	35,655	2.2%	9,460	3.4%	444,607	
1981	12,668	2.7	46,593	2.4	36,564	2.5	9,528	0.7	449,415	1.1
1982	13,101	3.4	47,371	1.7	37,047	1.3	9,727	2.1	454,070	1.0
1983	13,237	1.0	47,915	1.1	37,368	0.9	10,096	3.8	456,818	0.6
1984	13,774	4.1	48,662	1.6	37,765	1.1	10,542	4.4	461,553	1.0
1985	14,471	5.1	50,176	3.1	38,200	1.2	11,017	4.5	468,161	1.4
1986	14,770	2.1	52,819	5.3	38,563	1.0	11,351	3.0	475,422	1.6
1987	15,113	2.3	55,417	4.9	38,928	0.9	11,614	2.3	482,797	1.6
1988	15,176	0.4	58,488	5.5	40,640	4.4	12,164	4.7	492,271	2.0
1989	15,226	0.3	60,416	3.3	41,983	3.3	12,247	0.7	500,620	1.7
1990	15,636	2.7	62,152	2.9	42,136	0.4	12,342	0.8	506,449	1.2
'80 to '90		2.4		3.2		1.7		2.7		1.3

Sources: U.S. Bureau of the Census, 1970; California State Department of Finance, 1980 to 1990.

Table 30 shows housing units, by type, built in Union City between 1960 and 1990. Multi-family housing has increased over time and constitutes 22.3 percent of total stock in 1990. Percentage growth of structures with five or more units has increased faster than other types since 1980, but only two additional mobilehomes have been located in Union City. Table 31 shows that Union City has a wide range of housing types relative to nearby cities and the county.

TABLE 30

HOUSING UNITS BY TYPE
Union City
1960-1990

	Single-Family Detached		Single-Family Attached		Multi-Family 2 to 4 Units		Multi-Family 5 or more Units		Mobilehomes		Total Units
	Units	% of Total	Units	% of Total	Units	% of Total	Units	% of Total	Units	% of Total	
1960 ¹	1,646	96.7%	--	-- %	--	-- %	56	3.3%	--	-- %	1,702
1970 ¹	3,295	84.2	--	--	--	--	305	7.8	313	8.0	3,913
1980	7,392	59.9	1,413	11.5	1,285	10.4	1,521	12.3	722	5.9	12,333
1981	7,659	60.5	1,475	11.6	1,291	10.2	1,521	12.0	722	5.7	12,668
1982	8,014	61.2	1,533	11.7	1,311	10.0	1,521	11.6	722	5.5	13,101
1983	8,120	61.3	1,561	11.8	1,313	9.9	1,521	11.5	722	5.5	13,237
1984	8,374	60.8	1,561	11.3	1,313	9.5	1,804	13.1	722	5.2	13,774
1985	8,850	61.2	1,561	10.8	1,321	9.1	2,017	13.9	722	5.0	14,471
1986	9,033	61.2	1,561	10.6	1,323	9.0	2,131	14.4	722	4.9	14,770
1987 ²	10,616	70.2	--	--	1,325	8.8	2,449	16.2	723	4.8	15,113
1988 ²	10,636	70.1	--	--	1,343	8.8	2,473	16.3	724	4.8	15,176
1989	9,105	59.8	1,561	10.3	1,351	8.9	2,485	16.3	724	4.8	15,226
1990	9,227	59.0	1,561	10.0	1,357	8.7	2,767	17.7	724	4.6	15,636

¹The 1960 and 1970 censuses did not disaggregate single-family or multi-family units into subgroups.

²DOF estimates for 1987 and 1988 did not distinguish between single-family attached and detached units.

Sources: U.S. Bureau of the Census, 1960 and 1970; California State Department of Finance, 1980 to 1990.

TABLE 31

HOUSING UNITS BY TYPE
Union City and Selected Areas
1990

	Single-Family Detached		Single-Family Attached		Multi-Family 2 to 4 Units		Multi-Family 5 or more Units		Mobilehomes		Total
	Units	%	Units	%	Units	%	Units	%	Units	%	
Union City	9,227	59.0%	1,561	10.0%	1,357	8.7%	2,767	17.7%	724	4.6%	15,636
Fremont	39,219	63.1%	3,784	6.1%	1,615	2.6%	16,916	27.2%	618	1.0%	62,152
Hayward	22,179	52.6%	1,964	4.7%	2,791	6.6%	13,354	31.7%	1,848	4.4%	42,136
Newark	8,619	69.8%	1,906	15.4%	457	3.7%	1,343	10.9%	17	0.1%	12,342
Alameda	272,524	53.8%	25,542	5.0%	59,029	11.7%	143,601	28.4%	5,753	1.1%	506,449

Source: California Department of Finance, 1990.

The composition of the housing stock varies from area to area within the city. According to the census, 71.4 percent of the city's housing stock was single-family in 1980, including detached and attached units. Within the city's census tracts, the highest percentages of single-family housing was found in the Casa Verde tract, with 94.9 percent, and the Ranchwood tract, with 92.2 percent. All of these were single-family detached units and accounted for 27.3 percent of the city's detached units. The Hall Ranch census tract was also overwhelmingly single-family (87.6 percent), but nearly one-half of its single-family stock was made up of attached units. No census tract in the city had less than 40 percent single-family housing in 1980.

Building permits issued in the Lowry Road area indicate that the area is also predominantly single-family (82 percent); the remaining units are condominiums.

The largest clusters of multi-family housing, in terms of total units, are found in the Logan/Civic Center, Westview/Arroyo, Almaden/Hop Ranch, Decoto, and Town Estates/Central Bay census tracts. These five tracts, all in the central or eastern part of the city, accounted for 72.1 percent of the multi-family housing in Union City in 1980.

Two census tracts had mobilehomes in 1980: the Almaden/Hop Ranch tract had 428 units, and the Town Estates/Central Bay tract had 294 units.

Renter/Owner Mix

Table 32 shows that while owner-occupied housing increased 195.3 percent from 1970 to 1980, owner-occupied housing declined in Union City as a percentage of total occupied units.

TABLE 32
HOUSING UNITS BY OCCUPANCY AND TENURE
Union City and Selected Areas
1970-1980

Area	Occupied Units	Owner Occupied		Renter Occupied	
		Number	Percentage	Number	Percentage
Union City					
1970	3,843	2,838	73.8%	1,005	26.2%
1980	11,925	8,381	70.3	3,544	29.7
% Change	210.3%	195.3%	--	252.6%	--
Fremont					
1970	26,644	19,888	74.5	6,756	25.5
1980	44,125	29,093	65.9	15,032	34.1
% Change	65.6%	46.3%	--	122.5%	--
Hayward					
1970	28,088	15,810	56.3	12,278	43.7
1980	34,600	18,934	54.7	15,666	45.3
% Change	23.2%	19.8%	--	27.6%	--
Newark					
1970	6,653	5,037	75.7	1,616	24.3
1980	9,216	7,125	77.3	2,091	22.7
% Change	38.5%	41.5%	--	29.4%	--
Alameda County					
1970	365,093	189,344	51.9	175,749	48.1
1980	426,092	226,137	53.1	199,955	46.9
% Change	16.7%	19.4%		13.8%	

Source: U.S. Bureau of the Census, 1980.

Table 33 displays the number of occupied units in 1980 by tenure, broken down by census tracts. While 70.3 percent of Union City's occupied housing units were owner-occupied and 29.7 percent were renter-occupied, the proportion of homeownership and renting varied significantly from one area to another.

The census tracts with high levels of homeownership were mainly in the western part of the city: Ranchwood had 89.5 percent and Casa Verde had 88.7 percent. These two census tracts comprised about 23 percent of citywide ownership housing.

The Old Alvarado tract, although in the western part of the city, had the lowest percentage of owners at 48.5 percent. Because of the significant number of apartments in the area, the eastern side of the city generally had a much lower percentage of homeownership overall: the Hills tract had 50.7 percent, Decoto had 53.5 percent, and Logan/Civic Center had 58.0 percent. These three tracts comprised about 21 percent of citywide ownership housing. All of these homeownership percentages were significantly below the citywide average.

TABLE 33
OCCUPIED HOUSING UNITS BY TENURE
BY CENSUS TRACT
Union City
1980

Planning Area	Census Tract	Renter	Owner
Dry Creek Hills	4380	16%	84%
Hills	4401	49	51
Decoto	4402	47	53
Town Estates/Central Bay	4403.01	25	75
Casa Verde	4403.02	11	89
Old Alvarado	4403.03	52	48
Hall Ranch	4403.04	28	72
Ranchwood	4403.05	11	89
Crestwood	4403.06	30	70
Almaden/Hop Ranch	4403.07	26	74
Logan/Civic Center	4403.08	42	58
Westview/Arroyo	4403.09	31	69
Citywide		30%	70%

Source: U.S. Bureau of the Census

Multi-family housing, such as duplexes, triplexes, and larger housing complexes, has traditionally been viewed as rental housing. With the advent of condominiums in the early 1970s, the traditional association between housing type--multi-family in this case--and tenure--rental housing in this case--became blurred. The advent of condominiums, combined with rising homeownership costs in the late 1970s (often resulting in households renting single-family homes), resulted in 1980 census data reflecting a new relationship between housing tenure and type. For example, nearly 30 percent of all the units occupied by renter households were single-family detached units, traditionally viewed as ownership housing. Clearly, it is, no longer appropriate to assume the traditional relationship between housing type and tenure.

Table 34 provides some insight into the tenure status of condominiums in Union City and other areas. Generally perceived as ownership housing, condominiums in Union City in 1980 were occupied by more renter households than elsewhere. While in recent years the trend has turned toward increased owner-occupancy of condominiums, the degree to which condominiums serve as rental housing indicates the strong demand for rental housing in the area.

TABLE 34
OCCUPIED UNITS BY TYPE AND TENURE
Union City and Selected Areas
1980

Area	Total Renter Occupied Units ¹	Renter Occupied Condominiums ²
Union City	29.7%	43.6%
Fremont	34.1	38.5
Hayward	45.3	31.9
Newark	22.7	41.2
Alameda County	46.9	31.1

¹The number of renter-occupied units as a percent of total occupied units.

²The number of renter-occupied condominiums as a percent of all occupied condominium units.

Source: U.S. Bureau of the Census

Table 35 shows that rental occupancy did not vary when compared to household size in 1980, with the exception of single-person households, with a higher proportion of households renting (46.2 percent). Single-person households constituted approximately 21 percent of all renter households. Table 36 further shows a concentration of rental housing in duplexes and large structures in 1980.

TABLE 35

OCCUPIED HOUSING UNITS BY TENURE BY PERSONS PER UNIT
Union City
1980

Persons in Unit	Renters	Owners	Total
1	727	847	1,574
2	866	2,172	3,038
3	702	1,678	2,380
4	583	1,867	2,450
5	332	985	1,317
6 or more	334	830	1,164
	3,544	8,379	11,923

Source: U.S. Bureau of the Census

TABLE 36

HOUSING UNITS BY SIZE AND TENURE
Union City and Alameda County
1980

Units in Structure	Total Units		Vacant		Renter Occupied		Owner Occupied	
	Union City	Alameda County	Union City	Alameda County	Union City	Alameda County	Union City	Alameda County
1	8,805	266,364	3.1%	2.9%	18.4%	20.5%	78.5%	76.6%
2	185	21,505	4.3	6.5	83.8	78.5	11.9	15.0
3-4	1,100	34,079	3.4	5.2	57.2	88.2	39.4	6.6
5 or more	1,521	116,813	5.5	6.2	73.0	93.1	21.5	0.7
Mobilehome	722	5,673	1.0	3.1	3.6	12.3	95.4	84.6
Total	12,333	444,434	3.3	4.1	29.7	46.9	67.0	49.0

Source: U.S. Bureau of the Census

Overcrowding

One way for households to cut housing and utility costs is to add members to the household who can contribute to paying for these costs. This can lead to overcrowding with resulting impacts on City services and the general quality of life.

The Bureau of Census defines an overcrowded dwelling unit as one that has more than 1.00 person per room, not counting kitchens and bathrooms. In 1980, 1,010 Union City dwelling units, or nearly 8.5 percent, had more than 1.00 person per room (Table 37). This rate is higher than that of the nearby cities and the county. Furthermore, this number represents an increase of 71 percent over the number of

overcrowded units reported in the 1970 census, but a decrease by almost half as a percentage of the total housing stock. Some of this increase can be attributed to the large influx of Asian and Pacific Island households as well as the relatively higher proportion of households of Spanish origin compared to other jurisdictions; according to census data for Union City, these households tended to have higher than average household sizes. All other jurisdictions shown in the Table 37 experienced a decline in both the number and percentage of overcrowded units.

The 1980 census further broke down the information for overcrowding by census tract. According to these figures, the Decoto and Old Alvarado tracts exhibited the most overcrowded housing in the city and accounted for one-third of all overcrowded units in the city.

Ongoing observations by City staff and others, and the documented increase in household size since 1980, suggest that overcrowding has increased in the city since 1980.

While there are no available statistics that report overcrowding by type of housing for Union City, statewide data suggest that renters are disproportionately affected by overcrowding. The *1987 California Statewide Housing Plan (Phase I)* reports that "a majority (57.5 percent) of all households with six or more members are overcrowded. Although most large households are owners, two-thirds of overcrowded households were rented." Furthermore, a far smaller percentage of rental units than owner-occupied units have six or more rooms. The report estimates that "only 12 percent of the very large renter households have successfully competed for the large units." The profile of overcrowding is probably much the same in Union City as it is statewide.

TABLE 37
OCCUPIED UNITS WITH MORE THAN ONE PERSON PER ROOM*
Union City and Selected Areas
1970 - 1980

Year	Fremont		Hayward		Newark		Union City		Alameda County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1970	2,042	7.7	2,323	8.3	1,289	19.4	590	15.4	23,751	6.5
1980	1,638	3.7	1,892	5.5	669	7.3	1,010	8.5	20,149	4.5
Change	-404	-19.8%	-431	-18.6%	-620	-48.1%	420	71.2%	-3,502	-14.8

*Habitable rooms are used to determine number of rooms with more than one person per room. Bathrooms and kitchens are not counted as habitable rooms.

Source: U.S. Bureau of the Census, 1980.

Housing Age and Conditions

Maintenance and age of the housing stock characterize its condition. Union City's housing stock is relatively very new. As of 1980, 71 percent of all units were built in 1970 or later. By contrast, only 18 percent of the county's housing stock was built later than 1969 (Table 38). Approximately 20 percent of the units counted in the 1980 census in each jurisdiction was built in the 1960s.

TABLE 38

YEAR-ROUND HOUSING UNITS BY PERIOD BUILT
Union City and Alameda County
1980

Period	Union City		Alameda County	
	Number	Percent	Number	Percent
1939 or earlier	337	2.6	116,401	26.2
1940 to 1949	341	2.7	62,229	14.0
1950 to 1959	825	6.5	88,357	19.9
1960 to 1969	2,468	19.4	97,624	22.0
1970 to 1979	8,762	68.8	79,823	18.0
1980 to 1989	3,303		61,842	

Source: U.S. Bureau of the Census, 1980; California Department of Finance, 1981 to 1990.

Within Union City there is great diversity in the age of the housing stock. The Decoto census tract, for example, had only 16 percent of its housing stock built between 1970 and 1980, while the Hall Ranch, Ranchwood, Crestwood, and Alvarado/Hill Ranch census tracts had well over 90 percent of the housing stock built between 1970 and 1980. These four census tracts accounted for approximately 50 percent of all units built in the city between 1970-1980. The Lowry Road area has developed entirely since 1980.

The Census Bureau reports the number of houses that do not have adequate plumbing for the exclusive use of the household. As expected, because of the age of the housing stock, Union City fared much better in this regard than did the county (Table 39). The number of inadequate units has, however, been increasing.

TABLE 39

HOUSING UNITS LACKING SUFFICIENT PLUMBING
Union City and Selected Areas
1970-1980

	Fremont		Hayward		Newark		Union City		Alameda County	
	Units	% of Stock	Units	% of Stock	Units	% of Stock	Units	% of Stock	Units	% of Stock
1970	68	0.2	325	1.1	20	0.3	29	0.7	8,739	2.3
1980	239	0.5	263	0.7	36	0.4	61	0.5	6,032	1.4
Change	171	251.5	-62	-19.1	16	80.0	32	110.3	-2,707	-31.0

Source: U.S. Bureau of the Census, 1980.

Because Union City's housing stock is relatively young, the overall condition of housing is good. Housing in need of rehabilitation and/or replacement tends to be concentrated within the City's Redevelopment Agency boundaries. A survey of building conditions in 1985 in the Redevelopment Survey Area (Figure 5) indicated that, out of a total of 2,838 dwelling units surveyed, 1,302 units (45.9 percent) were in need of some level of rehabilitation and seven units (0.2 percent) needed to be replaced.

A windshield survey of building conditions outside the redevelopment area revealed that housing quality in the city is quite good, with a large proportion of newer homes. The only dwelling units requiring substantial rehabilitation were found within the Redevelopment Area.

Vacancy Rates

The California Department of Housing and Community Development (*1987 California Statewide Housing Plan, Phase I*) suggests that an overall vacancy rate of 4.0 percent to 5.0 percent in urban areas generally indicates a market reasonably well-balanced between supply and demand. The Association of Bay Area Governments has set 4.5 percent as the regional vacancy objective.

At 2.21 percent, Union City's 1990 vacancy rate was far below ABAG's regional objective, but still significantly higher than the 1.23 percent rate reported for 1989. The city's 1990 rate was also substantially below the countywide rate of 2.94 percent. Table 40 shows 1990 vacancy rates for Union City and its neighboring jurisdictions. As the table indicates, all of the jurisdictions listed, except Hayward, had very low vacancy rates in 1990, suggesting that the regional supply was insufficient.

TABLE 40
VACANCY RATES
Union City and Selected Areas
1970-1990

Year	Union City	Fremont	Hayward	Newark	Alameda County
1970	1.2%	1.80%	1.60%	1.60%	2.90%
1980	3.31	2.99	3.54	2.58	4.16
1981	3.19	2.58	3.95	1.58	4.16
1982	3.94	2.20	4.24	3.03	4.19
1983	3.20	1.99	3.22	0.93	4.03
1984	1.81	1.82	3.21	2.07	3.90
1985	2.06	1.81	3.37	2.07	3.70
1986	1.41	1.51	2.64	2.60	3.29
1987	1.55	2.32	1.81	2.14	3.27
1988	1.42	1.81	4.16	2.05	3.22
1989	1.23	1.95	5.28	2.29	3.34
1990	2.21	1.89	4.53	2.24	2.94

Sources: U.S. Bureau of the Census, 1970 and 1980; California Department of Finance, 1986

Cost of Ownership Housing

Housing affordability depends on both the cost of housing and local income characteristics. The 1980 Census reported the median value of owner-occupied, non-condominium units in Union City at \$88,900, which was higher than that of most nearby cities and the county (Table 41). The percentage increase in housing costs was similar to that of other areas between 1970 and 1980.

TABLE 41**MEDIAN HOUSING VALUE FOR NON-CONDOMINIUM UNITS
Union City and Selected Areas
1970-1980**

Area	1970	1980	Total Percentage Change	Compounded Annual Growth
Union City	\$24,319	\$88,900	265.6%	13.8%
Fremont	24,507	93,000	279.5	14.3
Hayward	22,640	75,700	234.4	12.8
Newark	23,087	87,500	279.0	14.3
Alameda County	23,665	85,300	260.4	13.7

Source: U.S. Bureau of the Census, 1970 and 1980.

According to the Southern Alameda County Association of Realtors (SACAR), the average selling price of homes sold in Union City has increased annually since 1983, with an overall increase of 93.6 percent. The average selling price for homes sold in the first half of 1990 was \$174,305 (see Table 42).

TABLE 42

AVERAGE SELLING PRICES
Union City and Selected Areas
1983-1990

Year	Union City		Fremont		Hayward		Newark	
	Selling Price	Annual Increase	Selling Price	Annual Increase	Selling Price	Annual Increase	Selling Price	Annual Increase
1983	\$ 90,043		\$118,379		\$ 90,639		\$139,325	
1984	97,332	8.1%	129,630	9.5%	98,377	8.5%	109,076	-21.7%
1985	105,626	8.5	135,001	4.1	103,999	5.7	115,338	5.7
1986	113,043	7.0	146,954	8.9	115,007	10.6	128,880	11.7
1987	126,675	12.1	164,619	12.0	124,397	8.2	135,817	5.4
1988	144,316	13.9	194,516	18.2	142,552	14.6	153,715	13.2
1989	167,326	15.9	228,995	17.7	170,596	19.7	187,084	21.7
1990*	174,305	10.0	234,489	5.8	179,982	13.2	203,080	20.5

*Reflects information for the months January through May; the percentage increase represents an annualized rate.

Source: Southern Alameda County Association of Realtors, June 1990.

FIGURE 5

REDEVELOPMENT SURVEY AREA



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Cost of Rental Housing

According to the 1980 census, the median monthly gross rental cost was \$313 in 1980, higher than in most nearby cities and the county (Table 43). The percentage increase in rental costs in Union City from 1970-1980 was greater than in nearby cities and the county, indicating a high demand for rental housing in the city. Further, the data indicate that the city's rental housing stock may have increased in quality and cost to better reflect rental housing price and quality in the Tri-City area.

TABLE 43

**MEDIAN MONTHLY CONTRACT RENT
Union City and Selected Areas
1970-1980**

Area	1970	1980	Total Percentage Change	Compounded Annual Growth
Union City	\$115	\$313	172.2%	10.5%
Fremont	155	310	100.0	7.2
Hayward	141	273	93.6	6.8
Newark	140	317	126.4	8.5
Alameda County	121	240	98.3	7.1

Source: U.S. Bureau of the Census, 1970 and 1980.

According to survey information gathered in October 1990, rents for two bedroom, one bath apartments in Union City's newer apartments were running about \$750 per month. Table 44 illustrates current rent levels in these newer apartment projects.

TABLE 44

**MONTHLY RENT LEVELS FOR NEWER APARTMENTS IN UNION CITY
1986 and 1990**

Apartment Complex	1986	1990
Cherrywood		
1 bedroom/1 bath (650 s.f.)	\$560	\$620-640
2 bedroom/1 bath (850 s.f.)	\$675	\$730-750
Greenhaven		
1 bedroom/1 bath (625 s.f.)	\$565	\$610
2 bedroom/1 bath (820 s.f.)	\$690	\$745-755
2 bedroom/2 bath (870 s.f.)	\$710	\$765-775
Mission Sierra		
1 bedroom/1 bath (615 s.f.)	\$595	\$675-695
2 bedroom/1 bath (785 s.f.)	\$695	\$765-785
2 bedroom/2 bath (895 s.f.)	\$745	\$815-835
Skylark (tentative rent schedule)		
1 bedroom/1 bath (715 s.f.)		\$685
2 bedroom/1 bath (850 s.f.)	\$725	\$750-790
2 bedroom/2 bath (910-950 s.f.)	\$765-780	\$840-850
3 bedroom/2 bath (1,050 s.f.)	\$850	\$990

Sources: Lincoln Properties, 1986; J. Laurence Mintier & Associates, October 1990.

While the apartments listed in Table 44 might generally be considered upscale in terms of the quality of development and the amenities included in the complexes, they are representative of the type of project that could be expected to be constructed in Union City.

According to survey data published by the Bay Area Council in September 1990, the median monthly advertised rent for two-bedroom apartments in the San Francisco Bay Area was \$750, while lower end rents averaged \$600. The corresponding median and low-end rents in Southern Alameda County were \$655 and \$585, respectively.

Housing Overpayment

For purposes of determining housing affordability, 30 percent of gross monthly income for housing costs such as rent or mortgage, taxes, and condominium association fees is generally considered the maximum amount that a household should spend. Spending more than 30 percent decreases available income to be used for other necessities or discretionary goods and services.

The 1980 Census tabulated information on housing costs as a percentage of total income. The Census focused on two threshold levels, 25 percent and 35 percent, so determining overpayment according to 30 percent standard is impractical based on 1980 data. The California Department of Housing and Community Development has, however, devised an approach to calculating low-income overpayment based on information from the 1980 Census.

HCD's methodology defines overpayment as a household paying over 25 percent of its income for housing costs. For the purpose of classifying households according to income, HCD recommends that the local income be related to the countywide median income, which for Alameda county in 1980 was \$18,700. Low-income households were, therefore, defined as those earning \$14,960 (80 percent of the median) or less.

In its January 1989 *Housing Needs Determination* report, the Association of Bay Area Governments (ABAG) also analyzed overpayment according to the information provided in the 1980 census. ABAG, however, used a slightly different methodology. Rather than using countywide median income information, ABAG determined a regional median income and used that as the standard. ABAG's estimated regional median was \$20,607, with a low-income threshold of \$16,486.

The following paragraphs summarize overpayment in Union City according to HCD's recommended methodology and ABAG's analysis.

Ownership Housing: As Table 45 shows, according to HCD's methodology, the 1980 Census indicated that 2,096 ownership (non-condominium) households paid 25 percent or more of their incomes for monthly housing costs. Of these households, 487 were low-income. This represented 65.4 percent of Union City's 745 low-income ownership households.

TABLE 45
1980 OWNERSHIP HOUSING COST/INCOME ANALYSIS*
Union City

Housing Costs as Percentage of Income	Income Range					Total
	\$0 to \$4,999	\$5,000 to \$9,999	\$10,000 to \$14,999	\$15,000 to \$19,999	\$20,000 and above	
0 to 19%	18	70	101	224	2544	2,957
20 to 24%	8	12	50	58	884	1,012
25 to 34%	6	24	45	131	993	1,199
35% or more	159	104	151	183	300	897
Not Reported	49	0	0	0	0	49
Total	240	210	347	596	4,721	6,114
Number of owner households overpaying					2,096	
Number of low income owner households overpaying					487	
Total low income ownership households					745	
Percentage of low income owner households overpaying					65.4%	

*Based on methodology recommended by the California Department of Housing and Community Development (HCD).

Sources: U.S. Bureau of the Census, 1980

ABAG's interpretation of the 1980 Census numbers indicated that 582 of Union City's 1,341 low-income owner households were overpaying for housing. This represented 43.4 percent of the city's low-income owners.

Rental Housing: Table 46 shows that, according to the 1980 Census and using HCD's recommended methodology, 1,570 renter households were overpaying for monthly housing costs. Of these households, 1,087 were low-income. This represented 79.9 percent of Union City's 1,360 low-income ownership households.

According to ABAG's estimates, 1,176 of Union City's 1,701 low-income renter households were overpaying for housing in 1980. This represented 69.1 percent of the city's low-income owners.

TABLE 46

1980 RENTAL HOUSING COST/INCOME ANALYSIS*
Union City

Housing Costs as Percentage of Income	Income Range					Total
	\$0 to \$4,999	\$5,000 to \$9,999	\$10,000 to \$14,999	\$15,000 to \$19,999	\$20,000 and above	
0 to 19%	11	33	38	178	920	1,180
20 to 24%	40	22	131	145	207	545
25 to 34%	20	52	196	210	189	667
35% or more	248	356	218	81	0	903
Not Reported	75	12	3	26	26	142
Total	394	475	586	640	1,342	3,437
Number of renter households overpaying					1,570	
Number of low income renter households overpaying					1,087	
Total low income renter households					1,360	
Percentage of low income renter households overpaying					79.9%	

*Based on methodology recommended by the California Department of Housing and Community Development (HCD).

Sources: U.S. Bureau of the Census, 1980

All Housing: Based on HCD's methodology, Table 47 shows that a total of 3,666 households were overpaying for housing in 1980. Of these, 1,574 were low-income households. This represented 74.8 percent of Union City's 2,106 low-income households.

According to ABAG's methodology, 1,758 of Union City's 3,042 low-income households (57.8 percent) were paying more than 25 percent of their incomes for housing costs in 1980.

TABLE 47

TOTAL HOUSING COST/INCOME ANALYSIS*
Union City
1980

Housing Costs as Percentage of Income	Income Range					Total
	\$0 to \$4,999	\$5,000 to \$9,999	\$10,000 to \$14,999	\$15,000 to \$19,999	\$20,000 and above	
0 to 19%	29	103	139	402	3,464	4,137
20 to 24%	48	34	181	203	1,091	1,557
25 to 34%	26	76	241	341	1,182	1,866
35% or more	407	460	369	264	300	1,800
Not Reported	124	12	3	26	26	191
Total	634	685	933	1,236	6,063	9,551
Number of low income households overpaying					1,574	
Total low income households					2,106	
Percentage of low income households overpaying					74.8%	

*Based on methodology recommended by the California Department of Housing and Community Development (HCD).

Sources: U.S. Bureau of the Census; EIP Associates.

Energy Costs and Conservation

Utility costs significantly increase basic housing costs, with space heating and water heating the biggest energy consumers. Almost all renters in Union City (96.2 percent) pay for at least one utility in addition to basic rent. Table 48 shows 1980 Census tabulations of the type of fuel used for different purposes in Union City homes. Natural gas is the popular choice for space and water heating; electricity is more expensive and therefore not often used for heating. Electricity, however, is the primary cooking fuel in Union City.

TABLE 48

ENERGY USE
Union City
1980

	Space Heating	% Total	Cooking	% Total	Water Heating	% Total
Utility Gas	9,992	83.8	2,440	20.5	10,865	91.1
Bottled/Other Gas	125	1.0	14	0.1	281	2.4
Electricity	1,750	14.7	9,465	79.4	771	6.5
Wood	13	0.1	0	0.0	0	0.0
No Fuel	45	0.4	6	0.1	8	0.1

Source: U.S. Bureau of the Census, 1980.

Because Union City's housing stock is relatively young, the city does not have the widespread problems associated with an older housing stock. Some older homes, however, would benefit from conservation retrofitting.

The Pacific Gas and Electric Company (PG&E) offers a Residential Conservation Service Audit at the customer's request. The audit analyzes, among other things, home insulation, weatherstripping, caulking and window insulation for heat loss. The program also identifies other resource conservation measures, such as installation of low-flow shower heads, conversion from fluorescent to incandescent lighting, and replacement of gas pilot lights with electric ignition. Residents can pay for energy-saving devices with interest-free loans from PG&E or obtain reimbursement from PG&E through its "cash-back" program.

FUTURE HOUSING NEEDS

Under the housing element requirement, housing needs are defined in three categories: existing needs, needs of special groups within the community, and projected needs over the next five year period. Previous sections of this chapter have identified existing needs and needs of special groups. This section focuses on projected housing needs for the period from 1990 to 1995.

Projected housing needs are the total additional housing units required to adequately house a jurisdiction's projected population in five years in units that are affordable, in standard condition, and not overcrowded.

These needs, therefore, include those of the existing population as well as the needs of the additional population expected to reside in the city five years hence.

Union City's Share of 1980 to 1990 Housing Needs

Section 65584 of the Government Code designates the responsibility for developing projections of regional housing need, and allocating a share of this need to localities within the region, to regional councils of government. For the San Francisco Bay Area, these determinations were prepared by the Association of Bay Area Governments (ABAG). Based on a methodology that weighs a number of factors (e.g., projected population growth, employment, commute patterns, available sites), ABAG determined quantifiable needs for housing units in the region according to various income categories. Table 49 depicts the Union City's estimated need for 1980 to 1990.

TABLE 49

HOUSING NEED BY INCOME CATEGORY

**Union City
1980 to 1990**

Income Category	ABAG Need Determination	Percentage of Total
Very Low	425	22 %
Low	290	15 %
Moderate	425	22 %
Above Moderate	792	41 %
Total	1,932	100%

Source: Union City 1986 Housing Element

Between January 1, 1980, and December 31, 1989, the City of Union City issued building permits for 3,893 new units, thereby exceeding ABAG's total projected need figure for the same time period by 1,961 units. Table 50 summarizes building permits issued by year and type of unit. The table separates years 1980 to 1985 and 1986 to 1990 to provide comparisons with the previous housing element. Of the 3,893 permits issued, 1,829 were for single-family detached units, 1,164 were for multi-family units, 867 for single-family attached units, and 33 were for mobilehomes. Based on the table, the average dropped from 498 units per year between 1980 to 1985 to 226 units per year from 1986 to 1990.

TABLE 50

**SUMMARY OF RESIDENTIAL ACTIVITY FOR UNION CITY
1980-85 and 1986-90***

Year	Single-Family Dwellings	Duplexes	3 and 4 Unit Apartments	5 or more Unit Apartments	Condos/ Townhouses	Mobile- homes	Total
1980	406	6	0	0	78	6	496
1981	111	6	0	0	56	6	179
1982	223	6	0	75	0	2	306
1983	349	6	0	250	193	8	806
1984	358	26	4	32	311	0	731
1985	119	10	0	212	98	5	444
Subtotal	1,566	60	4	569	736	27	2,962
1986	18	16	0	174	131	2	341
1987	2	25	0	0	0	2	29
1988	61	6	0	282	0	0	349
1989	182	0	0	0	0	2	184
Subtotal	263	47	0	456	131	6	903
Total	1,829	107	4	1,025	867	33	3,865

*January 1, 1986 to December 31, 1989

Source: Union City Community Development Department

In an effort to relate this building permit activity to the 1980-90 ABAG need determination figures, the Union City Community Development Department assigned each new unit to one of the four income categories specified in the ABAG needs determination. The results of this analysis are shown in Table 51. The detailed allocation of these units is presented in Appendix C.

TABLE 51

BALANCE OF 1980 TO 1990 NEED

Income Category	1980 to 1990 ABAG Need Determination	Units Constructed and Adjustments 1980-1989*	Percentage of Need Met	Balance of Existing Need
Very Low	425	492	115.8%	-67
Low	290	151	52.1%	139
Moderate	425	554	130.4%	-129
Above Moderate	792	2,696	340.4%	-1,904
Total	1,932	3,893	201.5%	-1,961

*January 1, 1980 to December 31, 1989

Source: Union City Community Development Department and Union City 1986 Housing Element

Table 51 shows that for the decade, Union City substantially exceeded the overall ABAG need determination as well as for above-moderate-income housing. The City also achieved its objectives for very-low and moderate-income housing. Over 50 percent of the housing goal for low-income households was also met. Achieving most of the housing goals, particularly for very-low-income housing, is significant in light of the substantial increase in housing cost in the Bay Area.

Union City's Share of Projected Regional Needs

Government Code Section 65583 requires that the housing element provides a quantification of a locality's existing and projected housing need for all income levels. This estimate must be based in part on the locality's share of the regional housing market. For Union City, ABAG calculated existing need, 1988 to 1990 need, and 1990 to 1995 projected need, as well as the percent distribution of housing units by income categories.

Although the above discussion indicates that the City has substantially met its existing need, the ABAG estimated existing need is incorporated in the need projections since it reflects current housing trends in the Bay Area. ABAG's determination of existing need generally reflects the number of units that would have been necessary to bring Union City's 1988 vacancy rate closer to the regional objective of 4.5 percent. As the preceding section on vacancy rates indicated, Union City's vacancy rate in 1988 was only 1.42 percent, far below that generally considered healthy.

Table 52 shows Union City's percentage distribution among household income categories, as well as its existing need as of 1988, its adjusted 1988 to 1990 need, and its 1990 to 1995 projected need. ABAG's determination of the city's 1988 to 1990 need has been adjusted to reflect residential development activity that took place between 1988 and 1990.

TABLE 52
PROJECTED HOUSING NEEDS BY INCOME CATEGORY
Union City
1990 to 1995

Income Category	Percentage Distribution	Existing Need	Adjusted 1988 to 1990 Need	Projected Need	Total
Very Low	19%	59	203	169	372
Low	15%	46	158	133	291
Moderate	23%	71	-43	205	162
Above Moderate	43%	132	215	383	598
Total	100%	308	533	890	1,423

Source: Association of Bay Area Governments, January 1989

As Table 52 indicates, to supply its regional fair share of housing through 1995, the City will need to make available 372 units for very-low income households, 291 units for low-income households, 162 units for moderate-income households, and 598 units for above-moderate income households.

JOBS/HOUSING BALANCE

Over the past several years, increasing transportation congestion and housing costs in the urban areas of California have become a major concern. The jobs/housing balance is one method being used to evaluate the impact of a community's land use decisions on these two regional problems. As of November 1990, two analyses of the prospects for employment and housing growth in Union City had been prepared. The first is derived from the Association of Bay Area Government's *Projections '90* and the second is a memorandum entitled "Findings of Jobs/Housing Analysis" prepared by Economic and Planning Systems (EPS) for the City of Union City in November 1989. ABAG's analysis focuses on forecasts of development through the year 2005, and the EPS analysis considers the full buildout of the *Union City General Plan*.

In its most fundamental form, the jobs/housing balance focuses on the ratio of employed residents to the number of jobs available in a particular area. In an ideal situation, there would be one job for every employed resident. This general rule-of-thumb represents a theoretical "balance" between jobs and persons in the community who could take those jobs. This would allow residents the opportunity to work in their community, thereby reducing the need for commuting. The closer a community can come to achieving balance, or a jobs-to-housing ratio of 1.0, the better it is meeting its responsibility to address regional transportation and housing cost problems. A ratio of greater than 1.0 means there are fewer employed residents than jobs, and workers would have to commute from other communities; a ratio of less than 1.0 means there are more employed residents than jobs and some of these residents would have to commute to other communities for jobs.

According to ABAG, through 2005, Union City is anticipated to function as a net exporter of employees to other parts of the Bay Area (i.e., the jobs-to-housing ratio will be less than 1.0). From a

transportation standpoint, this suggests that Union City will be contributing to the regional congestion problem by not providing sufficient job opportunities in the community. Because Union City is a relatively small contributor of employed residents and jobs to the sub-region and Alameda County, an increase in the number of local job opportunities would not necessarily result in any substantial improvement in the area's traffic problems.

EPS's analysis has some important policy implications for the City. For instance, buildout of the current General Plan would result in an unmet housing need that could be addressed by the conversion of industrially-designated land to residential designations. Such conversion of land would not, however, adequately address the affordability of housing for workers in lower income groups. This affordability problem is compounded when comparing new job growth to the new housing supply. If affordable housing is not available in the community or the sub-region, then lower-income wage earners will have to reside outside the area and commute. Not only would this circumstance contribute to increased traffic congestion, it would also restrict labor supply for the area. New employers searching for locations to expand their operations might thus seek areas which could provide affordable housing for their employees and/or areas without a restricted labor supply.

Both the ABAG and EPS analyses raise important questions that the City needs to address, if not in the context of the *Housing Element*, then in a comprehensive update of the *General Plan*. For instance, the City should determine what the appropriate balance of residential, commercial, and industrial lands is, where new housing should be built, and what type of new housing should be developed. Further, as indicated in the analysis of the ABAG data, the problem transcends Union City and is a sub-regional and regional problem. Should the community participate with other communities in seeking solutions? Should Union City function as a supplier of housing for other communities, or should each community be responsible for meeting their own needs? As part of the General Plan update, the City should pursue developing comprehensive policies on the community's role in addressing these sub-regional and regional transportation and housing issues.

CHAPTER 1 FINDINGS

Population

- Union City has grown rapidly since its incorporation in 1959, having multiplied over seven times since 1960. According to ABAG, through the time frame of the *Housing Element*, the city is expected grow slower rate than its neighboring communities.
- At a median age of 27.2, Union City was population was younger than that of its neighboring communities in 1980. According to 1980 census, the median age had increased from 23.2 years in 1970. In 1980, the City had a large proportion of children, and people over 65 made up only 5.5 percent of the population, compared with 9.2 percent countywide.
- Elderly citizens tended to cluster in four areas in 1980 -- the Hills, Almaden/Hop Ranch, Decoto and Town Estates/Central Bay; these areas housed 64 percent of the City's 65-and-older population. All other age groups were fairly evenly distributed throughout the city.
- Union City was ethnically more diverse than surrounding cities in 1980. Asian and Pacific Islanders constituted approximately 18 percent of the population and 28 percent of all residents were of Spanish origin. Between 1970 and 1980, the Asian population grew significantly and the Spanish-origin population declined proportionately. The City's black population grew from 1.0 percent to 8.4 percent, and other ethnic groups grew from 1.9 percent to 12.7 percent during the 1970s.
- Asians and Pacific Islanders, Blacks, and persons of Spanish origin tended to concentrate in certain areas of the City according to the 1980 census.
- Group quarters housed only 0.8 percent of Union City's population in 1980. Most of these residents lived in the Masonic Home, a private home for the aged.

Households

- Union City registered an increase in household size between 1980 and 1986, from 3.28 to 3.37 persons. Union City had a larger proportion of very-large households and a smaller proportion of single-person households than did neighboring cities.
- Three areas of the city--Town Estates/Central Bay, Logan/Civic Center, and Almaden/Hop Ranch--accounted for more than one-half of the city's single-person households. These three areas also had 43.5 percent of the city's multi-family housing units.
- The Casa Verde and Ranchwood areas had higher-than-average household incomes in 1980, while the Decoto area had lower-than-average household incomes.

Households with Special Needs

- In 1980, 8.5 percent of Union City's households were headed by persons over 65 years old. This percentage was about a third lower than the countywide average.

Housing Stock and Housing Needs

- According to the 1980 census, 6.7 percent of the City's households were headed by single women with children under 18 years of age.
- In 1980, 2.1 percent of the working age population was disabled, and 1.5 percent of the population was transit disabled.
- In 1980, the percentage of Union City households with five or more persons (21.4 percent) was twice that of Alameda County (10.6 percent). Furthermore, the potential supply of rental housing that would have been considered appropriate for large families was far less than for similar households occupying ownership housing.
- The areas of Decoto, Old Alvarado, Ranchwood and Crestwood had higher-than-average numbers of persons per household.
- Of the 2,149 individuals requesting assistance at shelters within Alameda County in February 1989, 43 identified Union City as their last place of residence. Union City does not have a shelter for the homeless within its corporate jurisdiction, but does support the provision of services for the homeless within the Tri-City area.

Employment and Unemployment

- In 1990, according to ABAG, Union City had 10,770 jobs and 25,100 employed residents, or less than one job for every two employed residents.
- Union City's unemployment rate of 3.8 percent in 1989 was lower than the countywide rate of 4.2 percent or the state rate of 5.1 percent.
- The Decoto, Hall Ranch, and Old Alvarado areas had unemployment rates higher than the citywide average in 1980.

Housing Characteristics

- Housing stock has expanded rapidly in Union City, by about four times since 1970 and 26.8 percent since 1980. As of January 1, 1990, single-family homes constituted about 69.0 percent of the city's housing stock, multi-family housing constituted about 26.4 percent of the housing stock, and mobilehomes made up the other 4.6 percent.
- According to the 1980 census, Casa Verde and Ranchwood had the highest percentages of single-family homes and Logan/Civic Center, Westview/Arroyo and Almaden/Hop Ranch had the highest percentages of multi-family units.
- Owner-occupied units increased by 195.3 percent between 1970 and 1980. The percentage of owner-occupied units declined from 73.8 percent to 70.3 percent between 1970 and 1980. 43.6 percent of the condominiums were renter-occupied in 1980. Rental housing was concentrated in duplexes and large structures.
- According to the 1980 census, the highest level of homeownership is in the western areas of the city.

- 8.5 percent of Union City dwelling units were overcrowded in 1980. The proportions of both overcrowded units and very-large families have increased in recent years.
- Union City has a relatively new housing stock; as of 1980, approximately 75 percent of the city's units had been built after 1970.
- Housing in need of rehabilitation is localized within the city's redevelopment survey area boundaries. As of 1986, approximately 46 percent of the 2,838 dwelling units in the area required either rehabilitation or replacement.
- The mean value of non-condominium units in Union City in 1980 was \$88,900; the median monthly gross rental was \$313.
- 65.4 percent of Union City's low-income owner households and 79.9 percent of the city's renter households paid more than 25 percent of their income for housing costs in 1980.

Future Housing Needs

- ABAG's 1989 housing needs determination, with adjustments, projects a total need for 1,423 new units in Union City between 1990 and 1995. Of these, 372 should be suitable for very-low-income households, 291 for low-income households, 162 for moderate-income households, and 598 should be suitable for above-moderate-income households.

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CHAPTER 2

AVAILABILITY OF LAND AND SERVICES FOR RESIDENTIAL DEVELOPMENT

Chapter 2 assesses the availability of land and services to meet the needs documented in Chapter 1. This chapter reviews inventories Union City's available residentially-zoned land, calculates the buildout potential of this land, identifies surplus government-owned land that may be appropriate for residential development, and reviews the adequacy of services to support future housing development.

VACANT LAND INVENTORY

Introduction

In July 1990, the Union City Community Development Department completed an inventory of vacant and underutilized sites suitable for residential development. The inventory was prepared in order to compare the city's total housing capacity with the city's total housing need. The following evaluation of these sites includes an analysis of the availability of public services and facilities to accommodate future residential development.

The Union City Community Development Department survey identified 75 vacant or underutilized residentially-planned assessor's parcels and 44 assessor's parcels which may eventually be deemed suitable for residential development. The survey did not include 10 sites for which housing projects were approved in 1989 and 1990; the units developed in these projects will contribute to satisfying ABAG's estimate of units needed between 1990 and 1995.

Vacant and Underutilized Land Currently Planned for Residential Use

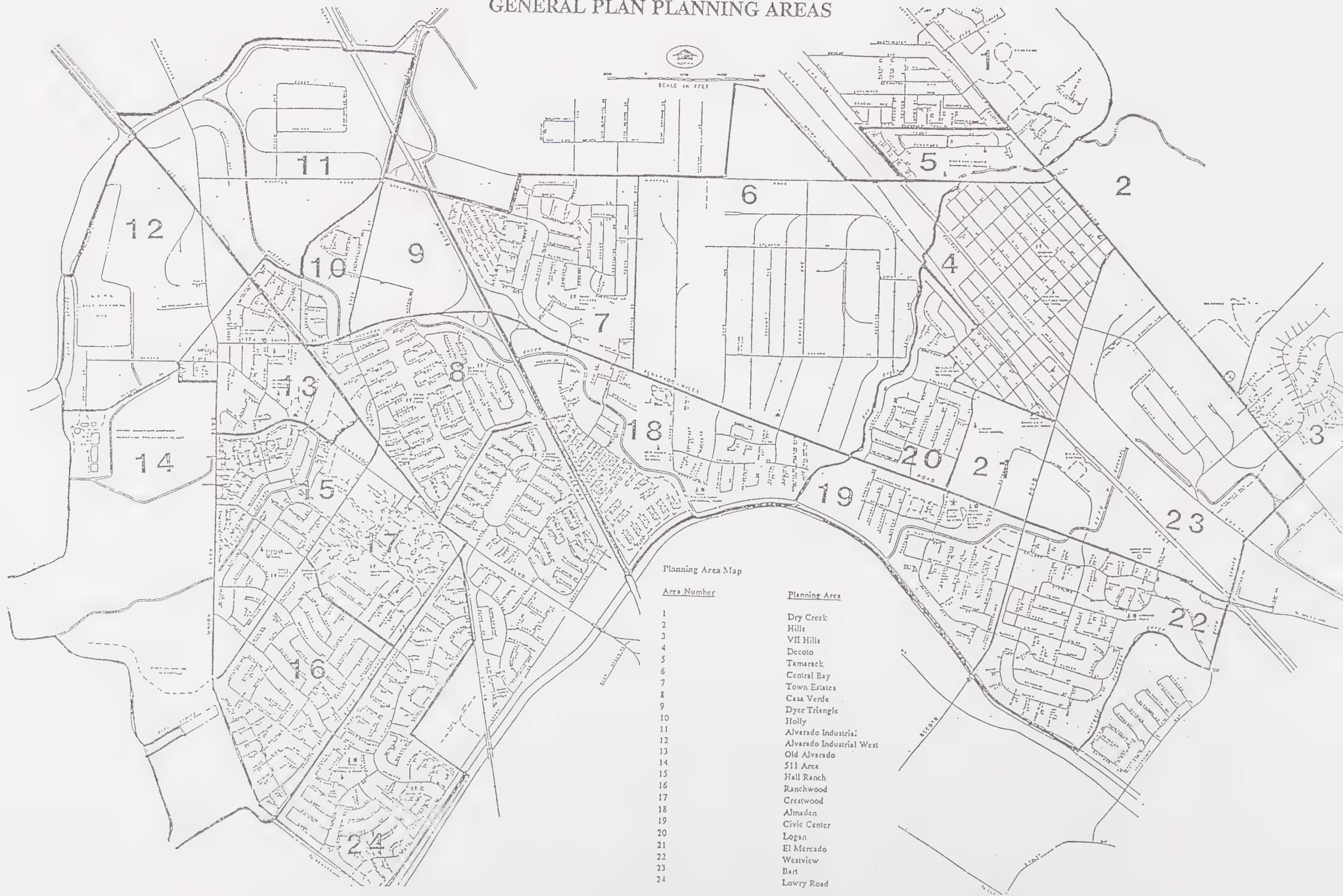
The vacant and underutilized land survey identified 75 assessor's parcels planned for residential use. These 75 parcels covered 336.46 acres of land within the *General Plan* area of the city. The Union City Community Development Department estimates that the 75 residentially-designated assessor's parcels represent a potential for 1,680 additional housing units.

Although the City's *General Plan* designates all 75 parcels for residential use, several are subject to some form of development constraint. Seven of these constrained parcels are currently part of Fremont and will require de-annexation from Fremont and annexation to Union City before they can develop under Union City's *General Plan*. All of these parcels are within Union City's sphere of influence. Another 10 are currently in agricultural use, and 3 parcels are currently being for industrial purposes. Finally, 15 parcels in the Seven Hills neighborhood are constrained by slope to density ratio zoning restrictions.

Table 53 summarizes the location, size, and number of residentially-designated parcels and the estimated number of potential housing units which may be accommodated on each site. Figure 6 shows the Planning Areas referred to in Table 53.

FIGURE 6

GENERAL PLAN PLANNING AREAS



Land Potentially Suitable for Residential Development

Union City has several large undeveloped or underutilized areas which may, at a future date, be deemed suitable for residential use. While current zoning precludes most of this land from residential development, future land use decisions could make some of this land available for expansion of residential opportunities. Future land use decisions may, therefore, significantly alter the buildout potential of the city's currently vacant land.

Table 55 identifies the location, size, land use designation, and current use of the parcels identified by the Department of Community Development as potentially suitable for future residential use.

TABLE 55

LAND POTENTIALLY SUITABLE FOR RESIDENTIAL DEVELOPMENT

Location Planning Area (General Plan Number)	General Plan Land Use Designation	Vacant Acres	Number of Parcels	Current Use
Infill Sites				
Alvarado Industrial (11)	ML	26.58	2	Industrial
Central Bay (6)	A	49.50	2	Agricultural
Alvarado Industrial West (12)	ML	5.61	1	Vacant
Old Alvarado (13)	CR	2.05	3	Vacant
Infill Subtotal		83.74	8	
Potential Residential Areas				
Decoto Industrial Park (DIPSA)	MS	80.94	9	Vacant
	ML	125.04	14	Vacant
Hill Area	A	4,412.00	13	Agricultural
Potential Residential Subtotal		4,617.98	36	
Total		4,701.72	44	

Source: City of Union City Community Development Department, October 1990.

Infill Sites: Eight scattered infill sites (83.74 acres) located throughout the city may be rezoned for residential development at a future date. All of these sites meet the following criteria:

- Currently vacant or underutilized;
- Adjacent or close to existing residential land uses; and
- Proximate to existing public facilities and services.

Two of the infill parcels are currently recognized as agricultural land of regional significance. This designation may represent an additional constraint on future uses of this land.

TABLE 53

VACANT AND UNDERUTILIZED LAND PLANNED FOR RESIDENTIAL DEVELOPMENT
October 1990

Location Planning Area (G.P. Area No.)	General Plan Land Use Designation	Vacant Parcels	Vacant Acres	Potential Dwelling Units	
				Low ¹	High ²
Residential Infill					
Dry Creek (1)	R3-6	1	1.06	3	6
VII Hills (3) ³	R3-6	15	105.99	30	60
Decoto (4)	R6-10	24	6.10	37	61
Alvarado Industrial West (12)	R6-10	3	10.88	65	109
Old Alvarado (13)	R3-6	7	2.35	7	14
Civic Center (14)	R3-6	3	2.04	6	12
	R17-29	1	2.93	50	85
Lowry (15) (Fremont) ⁴	R3-6	2	48.86	147	293
511 Area (14)					
(Turk Island)	R3-6	1	16.00	48	96
(Fremont) ⁴	R3-6	5	50.22	151	301
Infill Subtotal		62	246.43	544	1,037
Planned Residential Land Currently in Industrial Use					
Alvarado Industrial West (12)	R6-10	1	4.03	24	60
Central Bay (6)	R10-17	1	2.93	9	18
Decoto (14)	R10-17	1	6.00	60	102
Subtotal		3	12.96	93	180
Planned Residential Land Currently in Use for Agriculture					
Almaden (18)	R6-10	1	0.12	1	1
Westview (22)	R3-6	4	35.01	105	210
Civic Center (19)	R3-6	1	23.84	72	143
Town Estates (7)	R3-6	4	18.10	54	109
Subtotal		10	77.07	232	463
Totals		75	336.46	869	1,680

¹Represents lower end of density range specified for land use designation.

²Represents upper end of density range specified for land use designation.

³Land designated R3-6 in the Seven Hills area is subject to slope/density restrictions.

⁴Will require de-annexation from Fremont and annexation to Union City before development under Union City's *General Plan*.

Source: City of Union City Community Development Department, October 1990.

Table 54 summarizes the information provided in Table 53 according to general plan land use designation.

TABLE 54
VACANT AND UNDERUTILIZED LAND BY GENERAL PLAN DESIGNATION
October 1990

General Plan Land Use Designation	General Plan Planning Area (General Plan Area Number)	Vacant Parcels	Vacant Acres	Potential Dwelling Units	
				Low ¹	High ²
R3-6	VII Hills (3) ³	15	105.99	30	60
R3-6	511 Area (Turk Island)	1	16.00	48	96
R3-6	Westview (22)	4	35.01	105	210
R3-6	Town Estates (7)	4	18.10	54	109
R3-6	Civic Center (19)	1	23.84	72	143
R3-6	511 Area (Fremont) ⁴	5	50.22	151	301
R3-6	Dry Creek (1)	1	1.06	3	6
R3-6	Old Alvarado (13)	7	2.35	7	14
R3-6	Civic Center (14)	3	2.04	6	12
R3-6	Lowry (15) (Fremont) ⁴	2	48.86	147	293
R3-6	Central Bay (6)	1	2.93	9	18
R3-6 Subtotal		44	306.40	632	1,262
R6-10	Decoto (4)	24	6.10	37	61
R6-10	Alvarado Industrial West (7)	3	10.88	65	109
R6-10	Almaden (18)	1	0.12	1	1
R6-10	Alvarado Industrial West (12)	1	4.03	24	60
R6-10 Subtotal		29	21.13	127	231
R10-17	Decoto (14)	1	6.00	60	102
R10-17 Subtotal		1	6.00	60	102
R17-29	Civic Center (14)	1	2.93	50	85
R17-29 Subtotal		1	2.93	50	85
Total		75	336.46	869	1,680

¹Represents lower end of density range specified for land use designation.

²Represents upper end of density range specified for land use designation.

³Land designated R3-6 in the Seven Hills area is subject to slope/density restrictions.

⁴Will require de-annexation from Fremont and annexation to Union City before development under Union City's *General Plan*.

Source: City of Union City Community Development Department, October 1990.

Table 54 summarizes the information provided in Table 53 according to general plan land use designation.

TABLE 54
VACANT AND UNDERUTILIZED LAND BY GENERAL PLAN DESIGNATION
October 1990

General Plan Land Use Designation	General Plan Planning Area (General Plan Area Number)	Vacant Parcels	Vacant Acres	Potential Dwelling Units	
				Low ¹	High ²
R3-6	VII Hills (3) ³	15	105.99	30	60
R3-6	511 Area (Turk Island)	1	16.00	48	96
R3-6	Westview (22)	4	35.01	105	210
R3-6	Town Estates (7)	4	18.10	54	109
R3-6	Civic Center (19)	1	23.84	72	143
R3-6	511 Area (Fremont) ⁴	5	50.22	151	301
R3-6	Dry Creek (1)	1	1.06	3	6
R3-6	Old Alvarado (13)	7	2.35	7	14
R3-6	Civic Center (14)	3	2.04	6	12
R3-6	Lowry (15) (Fremont) ⁴	2	48.86	147	293
R3-6	Central Bay (6)	1	2.93	9	18
R3-6 Subtotal		44	306.40	632	1,262
R6-10	Decoto (4)	24	6.10	37	61
R6-10	Alvarado Industrial West (7)	3	10.88	65	109
R6-10	Almaden (18)	1	0.12	1	1
R6-10	Alvarado Industrial West (12)	1	4.03	24	60
R6-10 Subtotal		29	21.13	127	231
R10-17	Decoto (14)	1	6.00	60	102
R10-17 Subtotal		1	6.00	60	102
R17-29	Civic Center (14)	1	2.93	50	85
R17-29 Subtotal		1	2.93	50	85
Total		75	336.46	869	1,680

¹Represents lower end of density range specified for land use designation.

²Represents upper end of density range specified for land use designation.

³Land designated R3-6 in the Seven Hills area is subject to slope/density restrictions.

⁴Will require de-annexation from Fremont and annexation to Union City before development under Union City's *General Plan*.

Source: City of Union City Community Development Department, October 1990.

Decoto Industrial Park Study Area (DIPSA): The Decoto Industrial Park Study Area (DIPSA) is a 476-acre area of industrial land located near the center of the city adjacent to Mission Boulevard, Decoto Road, and the Union City BART Station. Approximately 206 acres of land in this area are currently vacant.

The City is presently evaluating redevelopment opportunities for the DIPSA. A future land use plan for the area has not been approved, but preliminary assessments of the area's redevelopment potential indicate that high quality mixed-use development, including a large housing component, might be appropriate.

The Hill Area: The "Hill Area," excluding the Seven Hill and Dry Creek neighborhoods, contains 4,412 acres of land zoned for agriculture and open space. An environmental review and planning process is currently underway to evaluate the opportunities and constraints for residential development in this area.

Tracts for Which Housing Projects have been Approved

In addition to the potential number of housing units that could be developed on the land available for development in Tables 53 and 54, Table 56 identifies the location, project name, and number of housing units approved in Union City in 1989 and 1990. All together, these 10 housing projects will provide a total of 1,635 new units, 1,353 of which will be single-family housing units and the rest of which will be apartments in the 282-unit Verandas project. All of these units will develop during the time frame of the *Housing Element*, and will therefore contribute to satisfying Union City's fair share responsibility for 1990 to 1995. Based on an analysis of the rent levels for similar complexes in Union City and considering the 1990 countywide median income, the City assumes that the units in the Verandas project will be affordable to moderate-income households. The City assumes that all of the single-family projects will provide housing for households with above-moderate incomes.

TABLE 56
APPROVED HOUSING PROJECTS
1989 and 1990

General Plan Area	Project Name	Number of Units Approved
Central Bay (6)	Signature	40
Central Bay (6)	Citation	62
Alvarado Industrial West (12)	W.M.C.	100
Decoto (4)	Warren Wood Estates	9
Dry Creek (1)	Dry Creek	28
BART (23)	The Verandas	282
511 Area (14)	Ponderosa	475
Hall Ranch (15)	Kaufman & Broad	81
Alvarado Industrial (11)	Gregory Group	353
511 Area (14)	Berretta/Pinn	205
Total Units		1,635

Source: City of Union City Community Development Department, October 1990.

Surplus Public Land

The City of Union City owns scattered small parcels of land throughout the city, but only four are considered surplus. Several of the parcels are substandard in size under their current zoning, and one is undevelopable due to slope and access problems. Collectively the parcels have the potential to accommodate only three units.

The California Department of Transportation (Caltrans) owns two adjoining parcels of agriculturally-zoned land totalling 38 acres along Alvarado-Niles Road at the eastern city limits. The State purchased these parcels as right-of-way for the extension of State Route 84. It is not clear how much of this land will ultimately be used for the highway; it is possible that the portion of the property not necessary for freeway construction will be suitable for residential development.

AVAILABILITY OF SERVICES AND FACILITIES

Public services and facilities are not expected to pose a constraint on residential development within the time frame of the *Housing Element* (1990 to 1995). The following paragraphs summarize the current status of each of those services essential to residential development.

Water

Union City is served by the Alameda County Water District ACWD, which obtains its water supply from both surface water and ground water sources. ACWD anticipates that it has adequate sources and supply to meet service area water demands under normal versus drought conditions until the year 2010.

Sewer

Union City is served by the Union Sanitary District USD at its Alvarado treatment plant in Union City. The plant is not expected to exceed its currently-permitted capacity of 35 million gallons per day (mgd) until sometime after 2010.

Solid Waste

Solid waste from Union City is received by the Durham Road Landfill. The landfill is expected to reach capacity in 2010.

Schools

The New Haven Unified School District serves Union City. As of October 1990, permanent school facilities in the district were at or near capacity. The District believes that with receipt of anticipated bond and state monies, as well as developer contributions, it will be able to accommodate growing enrollments resulting from future residential development. It is also conceivable that, due to the natural aging of the city's residents, enrollment will decline during the time frame of the *Housing Element*.

CHAPTER 2 FINDINGS

- An additional 1,680 new units could be built on 336 acres of vacant land presently zoned for residential development. This development potential, along with 1,635 units in residential projects that have been approved but not built, is more than adequate to meet the City's gross fair share responsibility through 1995. Because so little of this development potential is in higher density ranges, however, it is unlikely that these units would satisfy the City's need by income group.
- During 1989 and 1990 the City approved 10 housing projects that will provide a total of 1,635 new market-rate units, most of which will be single-family and all of which will develop during the time frame of the *Housing Element* (1990 to 1995).
- To meet housing needs beyond 2005, additional land presently zoned for non-residential uses could be designated and rezoned for residential use. There are approximately 4,700 acres of such land that might be suitable for conversion.
- Very little publicly-owned vacant or surplus land exists within Union City that could be used for residential purposes. Caltrans owns 38 acres at the eastern city limits, part of which may eventually be declared surplus.
- Water and sewer services are adequate to serve all projected development in the Tri-City area through the year 2010.

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CHAPTER 3

GOVERNMENTAL AND NONGOVERNMENTAL CONSTRAINTS

While land and services for residential development may be available, governmental actions and the operation of private market forces may still operate as constraints on the production of affordable housing. This chapter reviews these potential constraints in an effort to assess how public policy may play a role in eliminating or at least moderating them.

GOVERNMENTAL CONSTRAINTS

While local governments have little influence on such market factors as interest rates, their policies and regulations may constrain the free operation of the housing market. For the most part, local regulations play a legitimate role in protecting the public's health, safety, and welfare. In some cases, however, local regulations may unnecessarily restrict free market operation. Examination of the local regulatory structure can highlight those areas of "excessive" regulations where steps can be taken to remove or minimize obstacles to residential development.

Local Land Use Regulations

All land use in Union City, including residential development, is regulated by the *Union City General Plan*, the City's *Zoning Ordinance*, and its *Subdivision Ordinance*.

The *General Plan's Land Use Element*, recently revised, outlines City policy pertaining to the distribution of various land uses within the city. As described in the vacant land survey (see Chapter 2), there is currently enough land set aside for immediate housing needs within Union City. To meet projected growth beyond the early 1990s, however, certain underutilized or undeveloped areas may have to be made available for expansion of residential opportunities.

Union City's Zoning Ordinance sets forth the standards that regulate all land use within the city. The *Zoning Ordinance* includes two basic residential districts (RS and RM), each of which provides for a range of densities, and three special residential districts (R-5000, PR, and 511 Area). Table 57 summarizes the allowed uses and standards for the City's residential zoning districts.

The RS districts provide primarily for single-family residential development with five minimum lot sizes specified: RS-4500, RS-6000, RS-7000, RS-8000 and RS-10000. The RM districts are designed for multi-family developments with three density ranges specified: RM-1500, RM-2500 and RM-3500.

The R-5000 district, which is limited to the Decoto Area, is designed to encourage ". . . the consolidation of small, substandard lots into reasonable building sites, permitting a limited mixture of single-family and two-family dwellings in low silhouette with maximum open space in compensation for such consolidation". (§18.33.020).

The second special residential district is the PR district, which is designed ". . . to encourage a creative approach to the planning and development of new residential areas in the city which provide an enhanced living environment, maintain high standards of architectural quality, conserve energy and maximize the choice of housing types, sizes and prices available to city residents." (§18.84.010). This district allows for the full range of residential uses under less rigid site development standards, but subject to approval of a precise development plan. For cluster and townhouse developments, lot sizes can be as small as 1,600 square feet; for single-family detached houses, lots may be as small as 4,500 square feet.

The base density of 3½ units per gross acre in the PR District can be increased to a maximum of 7 units per acre with the inclusion of specified amenities, housing for low- and moderate-income families, or certain energy conservation features. Where the project includes housing reserved for moderate- and low-income families, one additional unit over the base density will be granted for each unit of reserved housing. An additional density bonus of up to five percent can be granted for any one of a number of contributions to energy conservation, aesthetics, or reduction of public service impacts. While the PR district remains in the City's Zoning Ordinance text, it is not currently applied to any land within the city. Its standards do not, therefore, inhibit the development of housing.

The third special residential district is the 511 Area District, which is applied to the 511 Area on the western side of the city and is based on the Specific Plan adopted for the area. The 511 Area District is intended to allow for flexible approaches to providing single-family residential development while balancing these opportunities with concerns for environmental constraints and resources. The district allows for a wide range of single-family development types, including attached, semi-attached, zero-lot-line, and detached units. Lot sizes vary from 2,400 square feet for attached units to 7,200 square feet for detached units.

Secondary residential units are conditionally allowed on lots with existing single family homes in the RS-6000, RS-7000, RS-8000 and RS-10000 districts, subject to following criteria:

1. The unit can be either attached or detached to the principal dwelling;
2. The legal owner of the lot must occupy one of the units;
3. The floor area of the secondary unit must generally be between 275 and 600 square feet;
4. The secondary unit may have no more than one bedroom;
5. The secondary unit must be clearly subordinate to and compatible with the principal dwelling unit;
6. Lots must be at least 35 percent larger than the minimum required lot size of the zoning district;
7. Lots must have minimum side yards of twelve feet for the existing principal dwelling.

Residential planned unit developments (PUD) are allowed in every zoning district, provided the project is at least five acres in size and conforms to an approved PUD plan. The PUD procedures allow for flexibility in establishing development standards, but require that, in the aggregate, the standards of the zoning district be met. In projects of twenty acres or more, the project density may be increased by up to ten percent over the maximum density prescribed by the zoning district.

In the CS and CN districts located in the Old Alvarado revitalization and development plan area, residential uses are permitted above the ground floor subject to compliance with fire code regulations, density limits of the RM-1500 District, and site development review approval.

High-rise residential development is allowed only in the Central BART District (CBD) and is restricted to a maximum of 60 units per acre according to specifications set in the *Union City General Plan*. Any residential development in the CBD district is subject to the approval by conditional use permit to ensure that development is appropriate and can be supported by current and anticipated revenues. It is the City Council policy to develop higher density, mixed uses in the CBD that will help the City achieve its housing goals. As part of the DIPSA Specific Plan Study, adequate minimum and maximum densities will be created to help meet these goals.

TABLE 57

RESIDENTIAL ZONING DISTRICTS

City of Union City

Zone	Allowable Uses							Development Standards				
	Single-Family	Attached Single-Family ¹	Mobile-Home	Multi-Family ²	Lodging House	Guest House ³	Dwelling Groups ⁴	Secondary Unit	Planned Unit Development	Minimum Lot Area	Minimum Site DU/Lot	Height Limit
RS 4500	PU		PU			PU	CU		CU	4,500	1 per lot	30
RS 6000	PU		PU			PU	CU	CU	CU	6,000	1 per lot	30
RS 7000	PU		PU			PU	CU	CU	CU	7,000	1 per lot	30
RS 8000	PU		PU			PU	CU	CU	CU	8,000	1 per lot	30
RS 10000	PU		PU			PU	CU	CU	CU	10,000	1 per lot	30
RM 3500	PU	PU		PU		PU	CU		CU	7,000	3,500	30
RM 2500	PU	PU		PU		PU	CU		CU ⁵	6,000	2,500	30
RM 1500	PU	PU		PU	PU	PU	CU		CU ⁵	6,000	1,500	75
R 5000 ⁶		PU	PU			PU	CU		CU	5,000	1 per lot	30
511 Area	PU	CU				PU		CU		2,400 ⁷ ₈	1 per lot	35
CBD				CU								
PR	PDP			PDP	PDP	PDP	PDP	PDP	PDP	4,500 ⁹ 1,600 ¹⁰	3.5 du/ac Base Density	Per Approved Plan

PU= Permitted Use

CU= Conditional Use

PDP= Precise Development Plan

¹Single-Family, attached dwelling is a building containing one or two units with separation at the interior lot line by party walls without openings where applicable or a wholly detached dwelling unit and with sideyards being required on only one side (§18.08.210)

²Multi-family dwelling is a building with two or more independent units.

³Guest house is an accessory living quarters without a kitchen.

⁴Dwelling group is group of two or more detached one-family, two-family, or multiple dwellings occupying a parcel of land in common with ownership and having yards or courts in common. (§18.08.210)

⁵Also allows one duplex per lot.

⁶This district is used only in the Decoto Area.

⁷For townhouse developments.

⁸Development standards determined through approval of conditional use permit.

⁹For single-family detached developments.

¹⁰For cluster or townhouse developments.

Source: City of Union City Zoning Ordinance.

The *Union City Zoning Ordinance* enables the Zoning Administrator (Community Development Director) to evaluate and approve certain types of residential development through a process called Administrative Site Development Review. This process expedites the development process by relieving the Planning Commission and the City Council of project review responsibilities for certain types of development projects. Development permit processing time varies depending on the complexity of the project, but most administrative site development applications may be processed within three weeks after submission. The following types of residential development applications may be reviewed and approved through the Administrative Site Development Review process:

- One and two story single-family homes, manufactured homes, and additions to single-family homes in the RS Districts, R-5000, 511, and Hillside Combining Districts.
- Minor modifications to existing or approved projects in the RM Districts.

All other residential development projects, including multi-family residential development in the RM Districts, are subject to Site Development Review by the Planning Commission and the City Council.

The only provision in the *Zoning Ordinance* that may operate as an unnecessary constraint on the development of housing is the limitation placed on the creation of secondary units, including unit size restrictions and owner-occupancy requirements. These limitations may discourage the development of secondary units.

California's *Subdivision Map Act* outlines the responsibility of local governments in California regarding the division of land. According to the Act, the City of Union City has the responsibility and power to decide the appropriateness of different forms of subdivision activity within the city. Subdivisions which are inconsistent with the City's *General Plan*, which are not suitable for the proposed density and type of development, or which are likely to cause substantial environmental damage must be denied.

In 1980, the Union City City Council passed a growth management ordinance in the form of a permit reserve system. The ordinance was a response to the extremely rapid growth of the city during the 1970s. It mandated that the City grant a maximum of 300 single-family residential building permits per year, half of which could be condominiums. Apartments are exempted from the permit reserve system. While the ordinance has retained its original language, subsequent City Council decisions, such as the one to exempt the Lowry Road area from the provisions of the ordinance, have allowed divergence from the original goal. As a result, Union City issued building permits allowing an average of 498 new residential units per year between 1980 and 1985. Largely as result of market conditions, and not necessarily as a result of the permit reserve system, the City approved only about 226 units per year between 1986 and 1990.

It should be pointed out that, even in its current form, the permit reserve system does not hinder the City's ability to meet its regional fair share of housing development, since no development applications have been denied or building permits withheld according to the provisions of the system. The City has reviewed the permit reserve system and has updated the language to meet present conditions. Changes proposed would bring the ordinance into conformance with the General Plan. The system will allow the construction of 450 units per year, including apartments. However, specific plan areas are excluded from the permit reserve system since the purpose of the system is to ensure adequate public services to serve new housing development. Because the areas with the largest potential for meeting housing needs are in specific plan areas, (DIPSA, Hillside), the permit reserve system will not restrict the development of

affordable housing in those areas. Furthermore, elderly housing, facilities for physically handicapped and low-and-moderate-income housing projects are also exempt from the permit reserve system, thereby ensuring that the system does not impede the development of affordable housing.

In 1989, the City passed a *Tree Conservation Ordinance* to protect and preserve established trees that enhance the community either aesthetically or environmentally. The ordinance places limitations on tree pruning and removal activities through the use of permit and approval system. Applications for tree removal or trimming may be granted, denied, or granted conditionally. Conditions of approval of applications might include the replacement of lost trees.

Building and Housing Codes

Building and housing codes establish minimum standards and specifications for structural soundness, safety, and occupancy. The State Housing Law requires cities and counties to adopt minimum housing standards based on model industry codes (see Table 58). In addition to meeting the requirements of State Housing Law, local governments enforce other state requirements, including requirements for fire safety, noise insulation, soils reports, earthquake protection, energy conservation, and access for the physically handicapped. The enforcement of building and housing codes for all homes is per the minimum standards and requirements set forth in the codes listed in Table 58. Standards for rehabilitation are no more rigorous than those contained in the California Health and Safety Codes and the Uniform Building Codes.

TABLE 58
BUILDING AND HOUSING CODES
City of Union City
1990

Code Name	Code Date	Remarks
Uniform Building Code	1988	Some modifications for health and safety reasons, none substantial
Uniform Plumbing Code	1988	Some modifications for health and safety reasons, none substantial
Uniform Code for Abatement of dangerous buildings	1988	Adopted without modifications
Uniform Fire Code	1988	Added sprinkler requirements, including residential
National Fire Code	N/D	Not adopted by the City but used as a reference by the Fire Department in conjunction with UFC
State Health and Safety	N/D	Title 19 and 24 for life Code safety use as required
National Electrical Code	1990	Adopted with amendments eliminating some exceptions as allowed by code
Uniform Mechanical Code	1988	Adopted without modification
Uniform Housing Code	1988	Adopted without modification

Source: City of Union City Community Development Department, September 1990.

In the judgment of the City, none of the modifications to uniform codes operate as a constraint on the construction of affordable housing.

In some cases, energy conservation requirements may increase construction costs and, therefore, the initial sales prices and rents housing. These increased costs should, however, be offset by long-term reductions in the utilities component of housing operating costs. Accessibility regulations will also increase initial sales prices and rents, but will help address the housing needs of elderly and handicapped persons.

Local Permit Processing Fees

State law requires that local permit processing fees charged by local governments must not exceed the estimated actual cost of processing the permits. Table 59 lists the fees that the City currently (September 1990) charges for processing various land use permits.

TABLE 59**PLANNING FEE SCHEDULE****City of Union City****September 1990**

Site Development Review	\$150 plus \$50/dwelling unit (over the first two units); maximum of \$1,000.
Administrative Site Development Review	\$150 plus \$50/dwelling unit (over the first two units); maximum of \$1,000.
Tentative Parcel Map	\$400
Tentative Tract Map	\$400 plus \$50 per lot over five lots
Negative Declaration	\$200
Environmental Impact Report	Consultant cost, plus 40% overhead
Zoning Amendment	\$600
General Plan Amendment	\$1,000 up to five acres; \$1,000 plus \$200/acre over five (maximum of \$4,000)
Variance	\$200
Conditional Use Permit	\$600
Administrative Use Permit	\$50
Appeals	\$100 non-refundable

Source: City of Union City Community Development Department, September 1990.

Permit Processing Times

The minimum amount of time for processing permits is established by requirements for environmental review and public notice, and by the meeting schedules of the Planning Commission and City Council. While there is little room for processing permits any faster than the City already does, the current practice of automatic review of all Planning Commission permit decisions by the City Council does add several weeks to the total permit processing time. This practice is atypical of cities the size of Union City. Ultimately, the maximum amount of time for processing residential development permits is set by State law (*California Government Code* §65920 et seq.).

Table 60 summarizes the average time required for the City of Union City to process development permits.

TABLE 60
AVERAGE PERMIT PROCESSING TIME
City of Union City
1990

	Average Time Needed*
Subdivision Tentative Map	2 months
Rezone	2-3 months
Use Permit	1½-2 months
Variance	1½-2 months
Tentative Parcel Map	1½-2 months
Final Parcel Map	2-3 months

*Assumes a negative declaration or categorical exemption is processed concurrently. An estimated additional six months would be necessary if an environmental impact report is required.

Source: City of Union City Community Development Department, September 1990

On- and Off-Site Development Standards

Union City requires both on- and off-site improvements for new development. The standards for these improvements are typical of communities of similar size and situation. The City has investigated the implications of revising their standards to allow for deviations that might reduce the cost of residential development. It concluded that such deviations might compromise City efforts to assure the continued improvement of the quality of development within the city. It is the City's opinion that its development standards do not constitute an unreasonable or unnecessary constraint on housing production.

Residential Development Fees

Since the passage of Proposition 13 in 1978, local governments in California have come to rely increasingly on impact and connection fees to finance infrastructure. The City of Union City charges several fees on residential development at the building permit stage, as shown in Table 61.

TABLE 61
DEVELOPMENT FEES
City of Union City
September 1990

Type	Per Unit
School Mitigation*	\$1.58 per square foot
Park Dedication	3 acres of property (or in-lieu fees) per 1,000 potential residents for subdivided land. For unsubdivided parcels, the dedication takes the form of a bedroom tax (\$280 for the first bedroom and \$175 for each additional bedroom, with a maximum of \$630 per unit).
Traffic Signalization	\$530/acre for single family or mobilehomes \$1,590/acre for highest density multi-family
Fire Equipment Acquisition	\$1.40/sq. ft. of occupiable space above second story
Water System Connection	Condominium/Apartment: \$1,450/unit Single-family under 6,000 sq. ft. of land: \$1,725 Single-family over 6,000 sq. ft. of land: \$1,980
Water System Property fees	All uses: \$2,445/acre
Sewer System Fee	\$1,854 per unit

*These fees are established and used by the New Haven Unified School District.

Source: City of Union City Community Development Department, September 1990.

For a new 3-bedroom, 1,500 square-foot single-family home on a 6,000 square-foot lot, the fees listed in Table 61 would result in development fees of at least \$6,580. For a 2-bedroom, 1,000 square-foot apartment or condominium, the minimum fee would be approximately \$5,350. It should be noted that these cost scenarios assume that the units being developed on infill sites, and therefore do not include fees associated with the subdivision and development of large tracts of land. They also do not include estimates of the planning, building, and permit processing fees required to construct new housing (these fees are discussed in an earlier section of this chapter).

In 1988, the Bay Area Council published *Taxing the American Dream: Development Fees and Housing Affordability in the Bay Area*. This report estimated that total fees in Union City amounted to \$9,830 for a typical single-family unit. This was higher than the median for the entire Bay Area (\$9,110), but lower than Fremont (\$13,952), Livermore (\$12,616), and Pleasanton (\$11,424).

NONGOVERNMENTAL CONSTRAINTS

The availability of housing is strongly influenced by market factors over which local government has little or no control. State law requires that the housing element contain a general assessment of these constraints; this assessment can serve as the basis for actions which local governments might take to offset the effects of such constraints. The primary market constraints to the development of new housing are the costs of constructing and purchasing new housing. These costs can be broken down into four categories: 1) materials; 2) labor; 3) land; and 4) financing.

Material Costs

A major component of the cost of housing is the cost of building materials, such as wood and wood-based products, cement, asphalt, roofing materials, and plastic pipes. Prices of these goods are affected primarily by two factors: the demand for such materials and inflation. It is impossible to anticipate how demand and inflation will change, but if either or both increase, so will the overall cost of constructing new housing.

Cost of Labor

Another major cost component of new housing is labor, and The Bay Area has historically had a relatively high labor wage rate. Such high wages contribute significantly to the cost of housing in Union City. Changes such as increased wage demands on the part of local building industry unions or increasing use of non-union labor would affect the overall cost of labor, but such changes are difficult to account for and consequently difficult to address in the context of new housing construction.

Land Costs

The effect of land costs on residential development is more easily identified. Costs associated with the acquisition of land include the market price of raw land and the cost of holding land throughout the development process. These costs can range from about 10 percent of the final sales price of new homes to nearly half in very small developments or in areas where land is scarce. Among the variables affecting the cost of land are its location, its amenities, the availability of public services, and the financing arrangements made between the buyer and seller.

Raw land in Union City has been estimated to be worth approximately \$250,000 per acre, or about \$50,000 for a typical single-family lot. Smaller infill parcels with services available would be worth up to 25 percent more depending on their location. In addition to the cost of the raw land, new housing prices are influenced by the cost of holding land while development permits are processed. The shorter the period of time that it takes a local government to process applications for building, the lesser the effect inflation will have on the cost of construction and labor. Permit processing times are discussed earlier in this chapter in the context of governmental constraints on the development of affordable housing.

Cost and Availability of Financing

The cost and availability of capital financing affect the overall cost of housing in two ways: 1) when the developer uses capital for initial site preparation and construction and 2) when the home buyer uses capital to purchase housing.

The capital used by the developer is borrowed for the short-term at commercial rates, which are considerably higher than standard mortgage rates. Commercial rates nonetheless drop when the overall market rates decrease.

The home buyer uses capital financing in the form of long-term mortgage loans. Market rates for standard home loans are currently (November 1990) at approximately 10.25 percent. As an example of the impact of interest rate fluctuation on the cost of a home, over the life of a 30-year, \$100,000 loan, a rate of 9 percent will have monthly payments which are about \$150 lower than a loan at 11 percent.

Figure 7 shows how interest rates have fluctuated between 1985 and 1990.

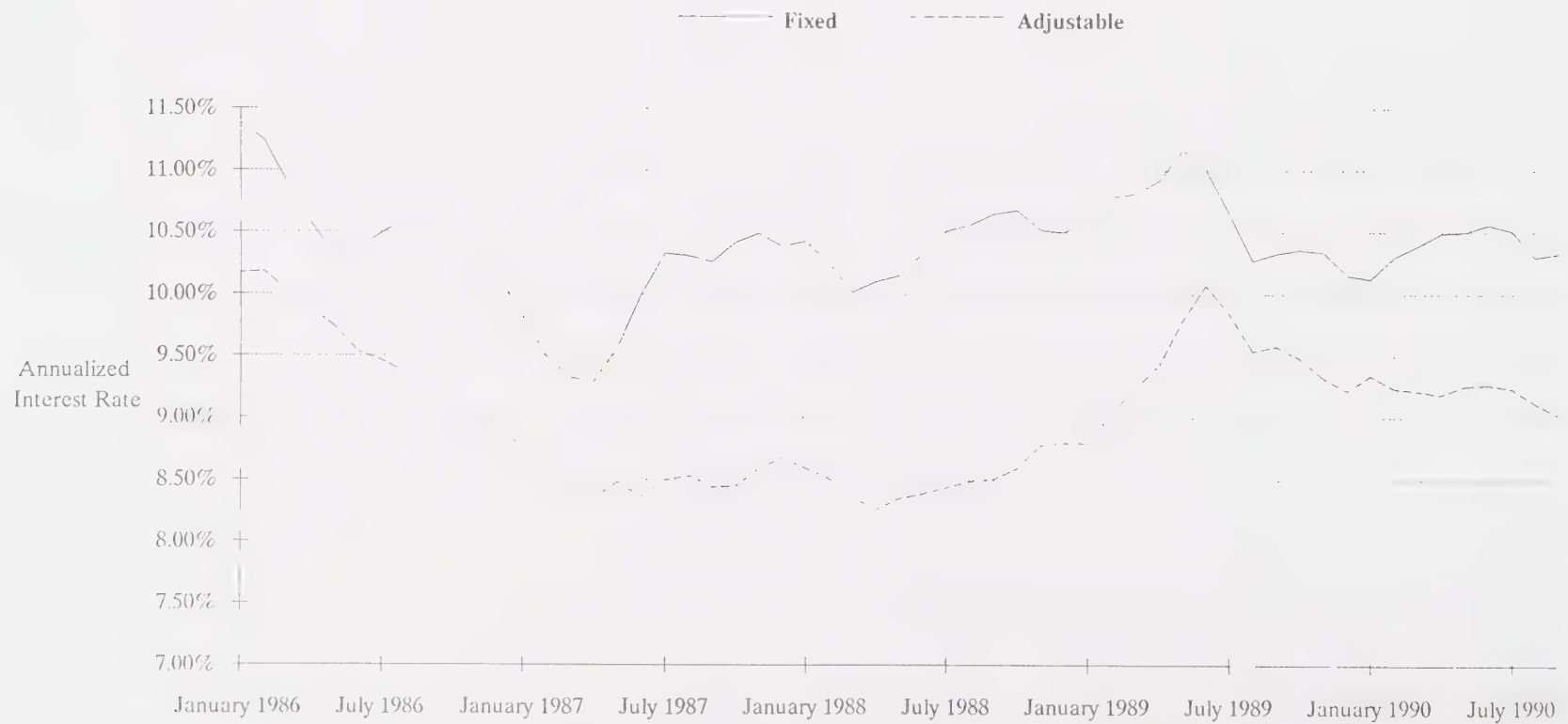
While recent trends in the economy in general, and the residential real estate market in particular, have not significantly affected interest rates, the availability of financing has become an increasing concern. Because the vitality that the California housing market experienced in the late 1980s has diminished, residential lenders have tightened their standards so that loans are generally more difficult to obtain than they were during the late 1980s. While this phenomenon affects Union City along with the rest of the Bay Area, residential developers have generally been able to secure financing and construction continues to take place.

Total Development Costs

Table 62 presents a hypothetical composite of all the associated costs that contribute to the final cost of a typical single-family home (i.e., 1,500 square-feet, 3-bedroom home on a 6,000 square-foot lot). It should be noted that the totals in Table 62 represent a likely scenario and that the actual development costs will vary with the size, quality, and location of the development.

FIGURE 7

ANNUALIZED INTEREST RATES
30 Year Mortgage Loan
January 1986 to September 1990



Source: Federal Housing Finance Board; California Association of Realtors, 1990.

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CHAPTER 3 FINDINGS

- The City of Union City adopted a growth management ordinance in 1980 that mandated that the City grant a maximum of 300 residential building permits per year. Because of several exemptions granted by the ordinance (e.g., condominiums, apartments), it has not operated, and is not expected to operate, as a constraint on the City's ability to fulfill its fair share housing responsibility.
- The City is presently administering the latest editions of the uniform building codes and meeting all state mandated building requirements.
- The City maintains a fee schedule for permits related to residential development that is typical of jurisdictions within Southern Alameda County. By law, permit processing fees cannot exceed the estimated actual cost of processing the permits.
- The City currently processes most land use permits within two to three months, excluding cases where EIRs are required. Given the requirements for environmental review, public notice, and the meeting schedules of the Planning Commission and City Council, there is little room for processing permits any faster than the City already does.
- Development fees charged to residential developments average over \$6,500 for a single-family dwelling and over \$5,300 per unit for multi-family developments. In 1988, the Bay Area Council estimated that total fees in Union City for a typical single-family unit were higher than the median for the Bay Area as a whole, but lower than Fremont, Livermore, and Pleasanton.
- In Union City, a typical, newly-built single-family home costs about \$180,000, and the typical multi-family unit costs about \$86,400.
- While residential development lending practices have tightened throughout California and the Bay Area, residential developers in Union City have generally been able to secure financing and construction continues to take place.

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CHAPTER 4

PAST AND CURRENT PROGRAM EFFORTS IN UNION CITY

Federal, state, and local agencies and private developers have a long history of active involvement and cooperation in the provision of affordable housing and the improvement of housing conditions in Union City. This chapter summarizes the major housing efforts in Union City from 1970 to the present.

EARLY HOUSING PROGRAM EFFORTS (1970-1980)

In 1972 voters in Union City passed an Article 34 referendum authorizing the establishment of up to 200 units of public housing in Union City. The City created a Housing and Community Development Program in 1975 and initiated a Housing Conservation Program in 1976, with both programs focusing on the Old Alvarado and Decoto neighborhoods.

In 1977, the City adopted its first housing element as part of its General Plan. The primary goal of the 1977 Housing Element was to "insure that every Union City family has the opportunity to live in a sound housing unit, of sufficient size to accommodate its members, at a reasonable cost in relation to their income, and free from non-economic constraints in the selection." The document's objective was to "develop a viable urban community by providing decent housing, a suitable living environment and expanded economic opportunities, principally for persons of low and moderate income." The Element anticipated achieving this objective "through elimination of slums and blight and detrimental living conditions, conservation and expansion of housing and housing opportunities, improved public services, improved use of land, increased neighborhood diversity, and preservation of property with special values."

The 1977 Housing Element identified the Old Alvarado and Decoto neighborhoods as the principal areas requiring rehabilitation and subsidy housing assistance. The document further stressed the need to encourage low- and moderate-income housing development throughout the City. Constraints discussed included high construction costs, lack of suitable land, and public bias toward low-density attached units. The City adopted policies encouraging housing rehabilitation, development of low- and moderate-income and publicly-assisted housing, and implementation of public service programs for home management.

During the 1970s the City also worked with the Alameda County Housing Authority in constructing 100 units of elderly housing and 65 units of scattered-site housing, all of which are still owned and operated by the Housing Authority.

In 1976, private developers, using Section 236 program funding from the United States Department of Housing and Urban Development, developed the 140-unit Los Robles apartment complex in Union City. All of the units have controlled, below market rate (BMR) rents, and 42 of the units in the complex are currently under Section 8 contracts running until Fall of 1992. The overall Section 236 project Regulatory Agreement runs until 1996.

MULTI-FAMILY BOND PROGRAM

Between 1983 and 1985, the City of Union City issued mortgage revenue bonds for several multi-family housing projects. The City issued these bonds to qualified developers for the construction of multi-family developments in which at least 20 percent of the units were reserved for low- and moderate-income tenants for at least ten years. Individuals, partnerships, and both for-profit and not-for-profit corporations are eligible to participate. All of the units in the assisted projects must be complete with kitchens and bathrooms. Under City guidelines, Section 8 certificate and voucher holders have priority for the "controlled" units. Table 64 describes the three City bond-supported projects.

TABLE 64
MULTI-FAMILY BOND PROJECTS
Union City

	Greenhaven	Mission Sierra	Skylark
Date Bond Issued	January 1983	October 1985	November 1985
Bond Amount	\$10,975,000	\$11,000,000	\$13,100,000
Total Units	250	152	174
Controlled Units	50	31	35
1 Bedroom	14	9	19
2 Bedroom	24	22	14
3 Bedroom	12	-	2
Completion Date	Summer 1983	Summer 1986	Summer 1986

Source: City of Union City Community Development Department, August 1990.

In the case of Greenhaven, the City worked with Eden Council of Hope and Opportunity, Inc., a Hayward-based nonprofit organization, in acquiring a surplus school site with Community Development Block Grant funds and in selecting a developer. Greenhaven was one of the first such multi-family bond projects in the state and, as a result, the policy guidelines (e.g., affordability, use of Section 8 certificates or vouchers, etc.) identified in the City's supplementary regulatory agreement have since been adopted in several other communities.

SINGLE FAMILY BOND PROGRAM

In 1984, the City of Union City and the City of Berkeley issued \$29,750,000 in single family mortgage revenue bonds for first-time home buyers. Of this amount, \$19.5 million was allocated to Union City projects. To have qualified for loans under this program, the buyer must have had an annual income of less than \$51,681.

Table 65 lists the developers who have received the single family bond allocations in Union City.

TABLE 65
SINGLE FAMILY BOND ALLOCATIONS
Union City

Project	Allocation	Units Developed
Ponderosa Homes	\$8,000,000	60
Citation Homes*	2,000,000	27
Dividend	1,500,000	14
Standard Pacific	2,000,000	15
Bren*	5,000,000	64
William Lyon	1,000,000	11
Total	\$19,500,000	191

*Condominiums

Source: Union City Community Development Department, August 1990.

REHABILITATION LOAN PROGRAM

The City of Union City manages a Community Development Block Grant (CDBG) funded rehabilitation loan program. Between 1980 and 1990, the City provided 75 loans--either direct CDBG loans or bank loans with CDBG funds writing down interest rates--for residential major rehabilitation projects (Table 66).

TABLE 66
REHABILITATION LOAN ACTIVITY
July 1, 1980 - June 30, 1990

Number of Loans	75*
Low Income Households	33
Very Low Income Households	42
Amount Lent	\$1,577,604*

*Includes both direct CDBG loans and bank loans with CDBG funds writing down interest rates.

Source: City of Union City Community Development Department

The City of Union City also funds a Minor Home Repair Grant Program for low- and very-low income households. The City offers grants of up to \$500 for maintenance and repair to prevent problems from becoming major rehabilitation projects. Since the program's inception in 1988, over 100 grants have been provided.

For Fiscal Year 1990-91, the City expects approximately \$200,000 to be available for the rehabilitation program.

Between 1988 and 1990, the City worked together with Alameda County and the Filipino Community of Alvarado and Vicinity (FCAV) in the rehabilitation of the FCAV's property on Smith street in the Old Alvarado. The two-story structure, built in the early 1920s, was restored and converted into very-low-income, shared housing for up to nine senior citizens. Total project cost was \$400,000.

ALAMEDA COUNTY HOUSING AUTHORITY

The Alameda County Housing Authority (ACHA) exercises housing authority responsibilities for the City of Union City as well as for the balance of Alameda County, excluding Oakland, Berkeley, Livermore, and the City of Alameda.

The Alameda County Housing Authority has directed much of its effort toward providing affordable housing in Union City. The Housing Authority currently (1990) owns and operates 176 units for low-income families in Union City. This represents 83 percent of the 212 units owned and operated by the Housing Authority countywide. Table 67 provides a breakdown of these units in Union City.

TABLE 67

ALAMEDA COUNTY HOUSING AUTHORITY UNITS Union City

Location	Number of Units
2000 - 2052 Nidus Court (elderly housing)	50
4131 - 4183 Dyer Street (elderly housing)	50
4125 Dyer Street (Mission View)	42
406-8 E Street	2
33524-34 Third Street	4
Scattered Site Housing	28
Total	176

Source: Alameda County Housing Authority, August 1990.

Under Article 34 referendum authority, the Housing Authority can construct or acquire an additional 24 units in Union City. This authority affords the City an opportunity to continue its ongoing cooperation with the Housing Authority in the provision of affordable housing.

The Housing Authority also currently (August 1990) administers 461 HUD Section 8 rent certificates or vouchers in Union City, a significant increase over the 78 it administered in 1980.

Table 68 summarizes Housing Authority activity and assisted housing in Union City and surrounding communities and compares it to the total number of households. The information shows that Union City has a higher number of Housing Authority assisted housing than surrounding cities. Table 69 shows the City's increase in the number of Section 8-assisted households compared with neighboring communities

since 1980. It should be noted that these tables focus only on Housing Authority activity and do not purport to reflect all assisted housing activities in the various cities.

TABLE 68

HOUSING AUTHORITY ASSISTED HOUSING
Union City and Selected Areas
1990

	Total Households*	Section 8 Certificates or Vouchers	Public Housing	Total Assisted Households	Percentage of Assisted Households
Union City	16,229	461	176	637	3.9%
Fremont	62,253	848	0	848	1.4%
Hayward	41,717	1,364	0	1,364	3.3%
Newark	12,272	149	0	149	1.2%

*Post-Census Review Estimates.

Sources: City of Union City, Fremont, Hayward, and Newark Community Development Departments;
 Alameda County Housing Authority, 1990.

TABLE 69

SECTION 8 CERTIFICATES AND VOUCHERS
Union City and Selected Areas
1980-1990

Area	1980	1990	Percentage Change
Union City	78	461	491.0%
Fremont	252	848	236.5
Hayward	685	1,364	99.1
Newark	74	149	101.4
Alameda County	1,613	3,677	128.0

Source: Alameda County Housing Authority, September 1990.

HUD TANDEM FINANCING PROGRAM

In 1983, private developers, using HUD Tandem financing, constructed the 75-unit Adrienne Village Apartment complex in Union City. Fifteen of the units are earmarked for very-low-income Section 8 certificate or voucher holders.

MORTGAGE CREDIT CERTIFICATE (MCC) PROGRAM

In 1989, the City of Union City participated with the County of Alameda in the creation of a Mortgage Credit Certificate (MCC) program. The program is designed to assist first-time homebuyers of moderate income by providing a dollar-for-dollar tax credit for 20% of the annual mortgage interest payments. Given program restrictions limiting qualifying homes to \$206,730 for new units and \$189,900 for existing units, the effective reduction in the interest rate is approximately 2 percent, which equates to a monthly payment savings of about \$230-250 per month, thereby helping those with moderate incomes to qualify for loans. As of June of 1990, 17 loans totalling over \$2 million had been allocated in Union City, exceeding original goals.

Since the program must receive authorization annually from the federal government, future MCC activity is uncertain. In late 1990, the Federal government reauthorized the tax credit, so it is likely that the City and the County will continue to participate in this successful program.

UNION CITY REDEVELOPMENT AGENCY

In 1988, the City created the Union City Redevelopment Agency and adopted its *Community Redevelopment Plan*. The *Plan* covers a 1,411-acre Project Area that is divided into 13 subareas ranging in size from 6 to 313 acres. These subareas were established on the basis of land use homogeneity or non-contiguous location. Figure 8 shows the boundaries of the Redevelopment Project Area.

According to State Redevelopment Law, 20 percent of the tax increment funds generated from development in the Project Area must be used to support low- and moderate-income housing. The funds can be used independently by the Agency or in conjunction with profit-motivated and nonprofit developers, as well as other public agencies such as the Alameda County Housing Authority. According to State law, the 20 percent set-aside funds may be used for the following purposes:

- Land acquisition
- Existing housing acquisition
- Housing rehabilitation
- Short- and long-term development financing
- Rent subsidies
- Homeownership assistance
- Financial leverage techniques such as interest rate buydowns
- Planning and construction of low- and moderate-income housing
- Payment of predevelopment costs
- Payment of operating expenses for nonprofit corporations

While the Agency has not yet (November 1990) generated adequate increment revenues to support substantial housing assistance, it is projected to generate almost \$2,000,000 within the time frame of the *Housing Element* (1990 to 1995).

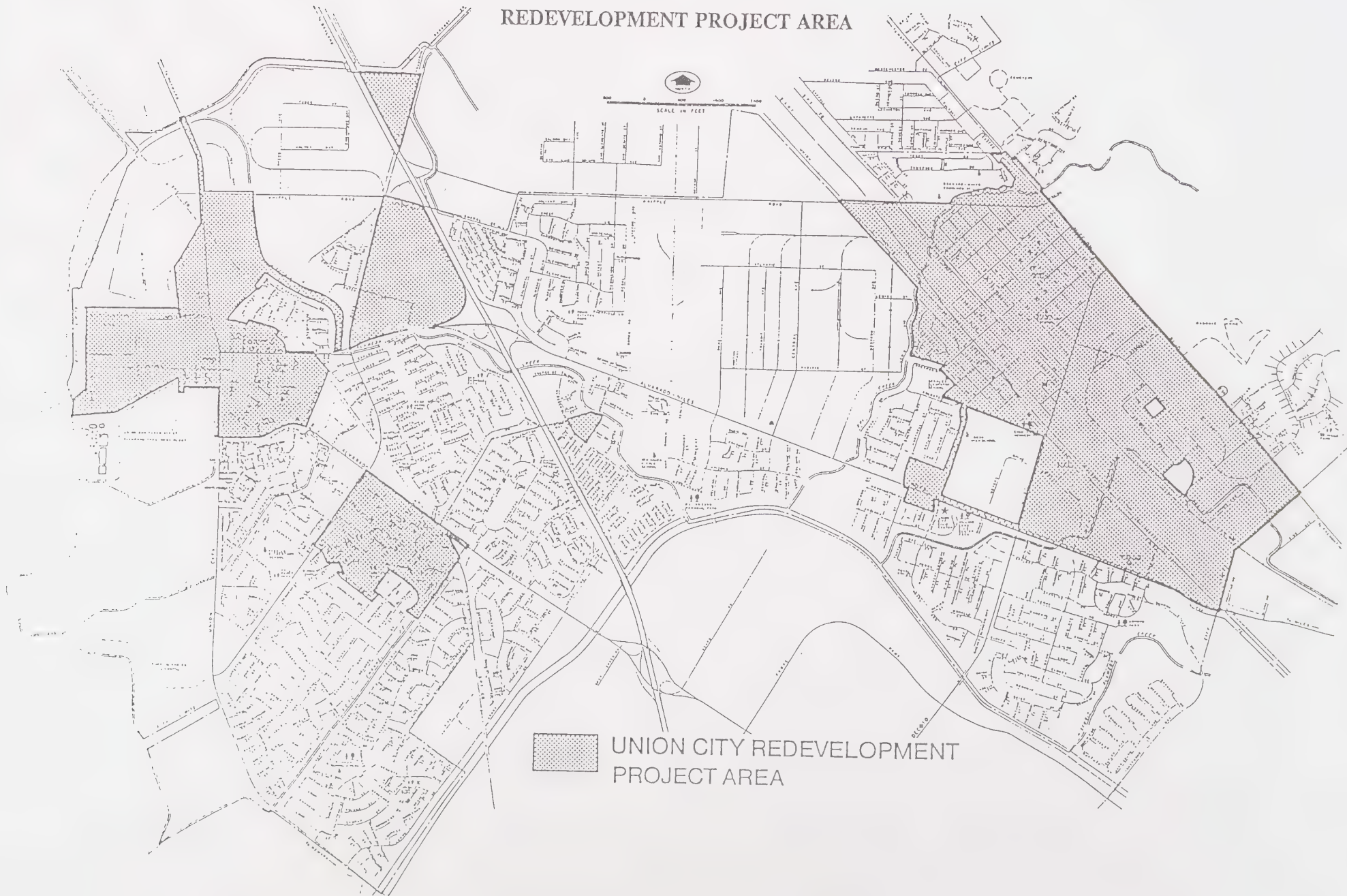
POTENTIAL CONVERSIONS OF SUBSIDIZED HOUSING

INVENTORY OF CURRENT ASSISTED HOUSING IN UNION CITY

There are 919 assisted units in Union City as of March 1992. Of these, 188 are owned by either the Housing Authority of Alameda County or non-profits and are not considered at risk of conversion. However, of the total assisted units, 271 units of affordable housing have rent restrictions which are subject to federal, state and local subsidies which will eventually expire. 116 of the 271 affordable units

FIGURE 8

REDEVELOPMENT PROJECT AREA



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are potentially at risk of becoming market rate units in the 10 year period from 1991 to 2001. Another 140 of the 271 affordable units are in a project called, "Los Robles". These units are federally funded and may possibly be at risk in the future, as discussed below. The following is a discussion of the specific projects that are considered to be at risk.

Los Robles

The 140 unit Los Robles project was financed under the HUD Section 236 program in 1976. This program provided low-interest loans for 90 percent of the project financing for a 40-year term. Many of the Section 236 programs also have project-based Section 8 rental subsidies, under which HUD pays the difference between the Fair Market Rents for units and 30 percent of the low-income tenants' household income. Los Robles has 42 Section 8 rental subsidies, with below market rate (BMR) rents in place for the rest of the units.

The Section 236 program allowed prepayment of the loans after twenty years. Therefore, Los Robles theoretically would be eligible for prepayment in 1996. However, Los Robles had a flexible subsidy and has changed ownership after 1979, and therefore, under current federal law, does not fall under the Low-Income Housing Preservation and Resident Homeownership Act of 1990 (LIHPRHA), which restricts the ability of owners of Section 236 subsidized units to prepay mortgages and offers financial incentives for the owner to remain in the program. By law, the current owner must continue to maintain the "low-moderate character" of the project for the full 40 year term. However, it is possible that interpretation of this federal requirement may be challenged and potentially changed in the future.

While the 140 units at the Los Robles project are not currently considered at risk, the City will continue to monitor the project, along with any changes in federal laws, that may threaten the affordability of these units.

Multi-Family Bond Programs

During the 1980's, the City was involved in three Multi-Family Bond projects - Mission Sierra, Skylark and Greenhaven. Respectively, these projects account for 576 of the total assisted units. Twenty percent of the units, or 116 units, are below market rate (BMR) units. The regulatory agreements for these units will be expiring in 1996 for Mission Sierra (31 BMR units) and Skylark (35 BMR units) and in 1997 for Greenhaven (50 BMR units).

Table 70
AT-RISK HOUSING DEVELOPMENTS
UNION CITY

<u>Project Name/ Address</u>	<u>Subsidy Source</u>	<u>Assisted Units</u>				<u>Conversion Date</u>
		<u>Total</u>	<u>Elderly</u>	<u>Disabled</u>	<u>Family</u>	
Mission Sierra	Multi-Family					
34864 Mission Blvd.	Bond	31	-0-	-0-	31	1996
Skylark Apts.	Multi-Family					
34655 Skylark Dr.	Bond	35	-0-	-0-	35	1996
Greenhaven	Multi-Family					
31770 Alvarado Blvd.	Bond	50	-0-	-0-	50	1997

Source: Alameda County Housing and Community Development, Inventory of Subsidized Rental Housing in Alameda County, March 1991. California Housing Partnership Corporation, Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion, 1991 Update, City of Union City.

Table 71
SIZE OF AT-RISK UNITS

	<u>One Bedroom</u>	<u>Two Bedroom</u>	<u>Three Bedroom</u>	<u>Four Bedroom</u>	<u>Five Bedroom</u>
Mission Sierra	8	23	-0-	-0-	-0-
Skylark	19	14	2	-0-	-0-
Greenhaven	15	24	11	-0-	-0-

Source: Union City Telephone Survey, May 1992.

ESTIMATED COSTS OF REPLACEMENT AND PRESERVATION

The following analysis compares the cost of constructing new units to replace all at-risk subsidized units to the cost of preserving the existing units as affordable through acquisition. (Although not practicable, for the sake of this analysis it is assumed that the individual affordable units in the multi-family bond projects can be acquired.) Amounts are calculated in 1992 dollars.

Total Costs of Replacement

The total cost of replacing the 116 units of at-risk affordable housing with new construction, should they convert to market rate, is estimated to be \$10,994,625. The per unit replacement cost is estimated to be \$94,781. The cost of replacement is based upon a calculation of square foot construction costs for the total square footage of the one-, two, three, four- and five-bedroom units at risk. Per square foot costs

were determined from Means Residential Cost Data 1992 and current local development costs. Soft costs are estimated to be 15 percent of hard costs and land costs are estimated at \$15,000 per unit.

The public subsidy required to replace 116 units is estimated to be \$1,818,484. The per unit subsidy would be \$15,677. This figure is based upon the calculation of the mortgage that could be supported by continued affordable rents for the at-risk units. The required public subsidy, or equity needed for new construction, equals the total cost of replacement minus the supportable mortgage.

Preservation Costs of At-Risk Units

The total cost of preserving the 116 at-risk units is estimated to be \$6,880,987. The estimated cost per unit would be \$59,319. This calculation is based upon an estimation of the cost of buying the at-risk units at market rates.

The public subsidy required for the preservation of the at-risk units is estimated to be \$1,270,166, or \$10,950 per unit. The public subsidies for the assisted projects are based upon calculations of the supportable mortgages subtracted from the total cost of replacement.

Comparison of Replacement to Preservation Costs and Subsidies

The difference between the total replacement cost (\$10,994,625) and the total preservation cost (\$6,880,987) is \$4,113,638. The difference between the amount of public subsidy required for replacement (\$1,818,484) versus that required for preservation (\$1,270,166) is a difference of \$548,318. The estimated replacement subsidy exceeds the estimated preservation subsidy by \$4,727 per unit. It is therefore more cost efficient to develop programs which attempt to preserve affordable units whenever possible.

RESOURCES

There are numerous non-profit organizations in the Bay Area that have the legal and managerial capacity to acquire and manage units that are at risk. These include Ecumenical Association for Housing, Eden Housing, Bridge, East Bay Asian Local Development Corporation, Christian Church Homes of Northern California, Mid-Peninsula Housing Coalition, Resources for Community Development, Satellite Senior Homes, Bay Area Community Services, and Housing for Independent People.

Possible future sources of funding and subsidy programs to preserve the at-risk units for lower-income households include the Community Development Block Grant (CDBG) program, HOME funds and Redevelopment funds. All Alameda County Housing Authority funds are currently allocated or set aside to cover cash flow and administrative costs or to pay for shortfalls in conventional public housing. The City is also in the process of looking into the viability of an inclusionary zoning program that could produce in-lieu fees for housing. However, it is premature to estimate this possible source of housing funds.

It is very difficult to predict just how much funding will be available during the next ten years because of varying annual entitlements and other future, unforeseen projects that may also need funding from these sources. The funding sources listed above are not solely reserved for preservation programs. The current estimate of CDBG funds that might be available for this use is approximately \$25,000 per year.

This amount is not reserved exclusively for preservation programs, but rather are an estimate of funds that might be applicable to preservation programs. Total annual amounts for CDBG funds will vary depending upon federal allocations.

Through the new Federal Home Program, the City will receive approximately \$138,000 in fiscal year 1992; however, annual amounts will vary. Funds potentially may be used to acquire affordable housing projects with expiring State or local subsidies.

An estimate of redevelopment housing setaside funds suggests that \$8,500,000 may be available for affordable housing programs in the next ten years. However, these funds are also not exclusively set aside for preservation programs.

The goal of the City will be to preserve as many of the at-risk units as is possible, given funding constraints, over the next ten years. The City is continuing its search for methods of financing the preservation and development of affordable housing.

EVALUATION OF 1986 HOUSING ELEMENT ACCOMPLISHMENTS

The *1986 Housing Element* contained seven major goals, from which numerous objectives and policies were developed. The following discussion is a qualitative (and quantitative, where applicable) evaluation of the City of Union City's accomplishments from 1986 to the Fall of 1990. A copy of the Goals, Policies, and Implementation Programs section from the 1986 element is included here as Appendix D.

Goal A: To Promote the Development of Upscale Housing

Between 1986 and November 1990, 1,143 upscale housing units have either been developed or approved for development in Union City. The *1986 Housing Element* directed that 60 percent of all new units developed in the city between 1986 and 1990 be upscale; the actual percentage of upscale units actually was only 55 percent. In the 511 Area, however, 89 percent were upscale, far surpassing the 60 percent goal. Support of the New Haven School District's pursuit of improved academic quality was also aided in the 511 Area by the provision of an elementary school site.

Efforts to enhance the overall image of Union City were met by numerous activities and programs, such as the annual Gladiola festival, new entryway monuments, citywide landscaping projects, Old Alvarado projects (e.g., the development of the Old Alvarado Public Parking Plaza and the rehabilitation of Holly House), and new commercial developments (e.g., the Market Place, a 186,000 square-foot retail center). Increased landscaping requirements and an "anti-ugly" ordinance helped improve the physical and aesthetic quality and value of existing development.

As directed by the City Council's policies, amenities that would be considered upscale in nature were largely achieved through Design Review Committee review and with staff working closely with developers early in the project plan development stages.

Goal B: To Promote Quality Residential Development

Through the Site Development Review process, all single-family dwellings and second-story additions to single-family dwellings are required to meet specified architectural and landscaping requirements that insure that the projects are compatible with existing buildings in the neighborhood. Such concerns as the architectural relief, high quality facade treatments, and the provision of open space are also addressed through the Site Development Review process. All developments have also been required to meet the requirements of the City's Security Ordinance, which enhances personal security while discouraging criminal activity.

All of these efforts and standards help assure that both new and infill projects will be both safe and attractive.

Goal C: To Provide a Range of Housing Types for all Economic Segments of the Community, While Maintaining the Single-Family Character of Union City

To help achieve this goal, the City has been careful to preserve a balanced land supply adequate to meet the city's housing needs. The conversion of 130 acres from industrial to residential uses has helped maintain this balance. Overall, the ratio goal of 75 percent single-family to 25 percent multi-family development has been met, while at the same time the total number of units has been kept at a steady, manageable pace.

While the goal of developing larger units to accommodate the housing needs of Union City's larger average family sizes was met in the single-family market, the creation of larger rental units was largely unmet.

The promotion of ownership programs has been difficult, particularly in light of rapidly-increasing housing costs in 1988 and 1989. The City did, however, participate in a countywide Mortgage Credit Certificate program, which provided a dollar-for-dollar tax credit for 20 percent of mortgage interest payments for qualifying households. The program proved to be very successful and exceeded goals for Union City.

The ability to create affordable housing through the use of bonds was largely nullified by the Tax Reform Act of 1986, which essentially removed the tax incentives for developers to participate in bond projects. Many of the Federally-funded housing programs also evaporated at about the same time. Combined with the escalating cost of homes in the late 1980s, the creation of affordable was very difficult. Developers' interest in Union City focused on upscale housing since the market offered little incentive for affordable housing. The only relief for low- and moderate-income households was that rents did not increase as rapidly as home costs.

The *1986 Housing Element* recognized the need for creative housing alternatives with ever-diminishing land resources and set as a goal the development of criteria for identifying appropriate sites for higher density and highrise residential development. Elements that would need to be taken into consideration included the availability of adequate services (e.g., roads, water, and sewer) and compatibility with adjacent uses. The development of the Verandas apartments, a midrise multi-family project near BART is a direct result of this process. The Decoto Industrial Park Study Area (DIPSA), a general plan amendment study initiated in 1989 for 510 acres of industrial and commercial land, will be completed

in 1991. Using the aforementioned criteria, the environmental assessment portion of the DIPSA study recommends the establishment of highrise multi-family land uses near that portion of the property adjacent to BART.

The City of Union City has always actively supported the efforts of the lower-income housing efforts of the Alameda County Housing Authority. As a result, Union City has seen a significant increase in the number of Section 8 rent certificates and vouchers in the last decade. The Housing Authority still has the ability to create or purchase 24 more units for lower-income households in Union City under its Article 34 Referendum. The City also works with the Housing Authority in its funding applications for State and Federal housing programs.

As set forth in the *1986 Housing Element*, the City of Union City continues to explore the feasibility of projects and processes which will help preserve and create housing for all segments of the community. The newly-created Redevelopment Program offers new avenues that were not available to the City in 1986. New procedural practices, such as the creation of a Zoning Administrator to review minor residential projects, help ensure the expeditious processing of applications for residential project that meet *General Plan* policies and City regulatory requirements. Overall, the City has been careful to balance its needs for quality development with requirements that do not add significantly to the cost of producing housing.

Goal D: To Encourage the Maintenance and Continued Improvement of the Existing Housing Stock and Residential Neighborhoods

As it has since the mid-1970s, the City continues to operate a successful housing rehabilitation program for low- and moderate-income households. Utilizing Community Development Block Grant (CDBG) funding, the City provided 75 loans--either directly with CDBG loans or indirectly with bank loans with interest rates written down with CDBG funds--for residential major rehabilitation projects between 1980 and 1990.

To help prevent the deterioration of the existing housing stock, the City also offers minor home repair loans. These loans keep the cost of home repairs down by catching problems early, before they become major rehabilitation projects. This program has also been used for the maintenance of mobilehomes.

With the creation of a Code Enforcement Officer position, the City can more actively address issues leading to home and neighborhood deterioration, such as encouraging private rehabilitation and clean-up efforts, and, if necessary, abate unsafe structures. Neighborhood security efforts are encouraged and, in the case of room additions or remodeling in older neighborhood homes, are required to meet the requirements of the Residential Security Ordinance.

Numerous housing projects have been located in older neighborhoods, revitalizing the areas and enhancing property values. Infrastructure enhancements for these new projects also add to the overall maintenance of the older neighborhoods where they are located.

The City continues to actively pursue all viable sources of funding for the rehabilitation and maintenance of both single-family and multi-family housing.

Goal E: To Ensure the Provision of Adequate Services to Support Existing and Future Residential Development

The City continues to work closely with other public agencies, such as the Union Sanitary District and the New Haven School District, to ensure that services keep pace with residential development throughout the city. Careful review of projects is followed to ensure that important improvements, such as adequate streets and sidewalks, are designed and developed properly and in accordance with all regulations.

The City ensures that developers "pay their own way" in the provision of adequate infrastructure, park and recreation facilities, and schools. Care is also taken that, where necessary, developments for households with special needs (e.g., senior citizens) are adequately located near essential public and private services (e.g., transit system access).

Goal F: To Promote Equal Opportunity to Secure Safe, Sanitary, and Affordable Housing for Everyone in the Community Regardless of Race, Sex, and other Arbitrary Factors

The City funds and supports the fair housing counselling services of the Eden Council of Hope and Opportunity (ECHO), as well as their Rental Assistance Program for low- and moderate-income households. The City has referred numerous requests for general housing information, tenant/landlord disputes, and housing location assistance to ECHO.

The City has continued to give attention to the needs of special groups, such as low-income and senior households. The CDBG Housing Rehabilitation Program and the City's active support of the Alameda County Housing Authority are examples of this commitment. Where possible, creative solutions to housing needs have been followed, such as the rehabilitation of Holly House in the Old Alvarado neighborhood into very-low income housing for up to nine senior citizens.

Through its cooperation with the Tri-City Homeless Coalition (TCHC), the City has actively supported the Tri-City regional efforts to address the needs of the region's homeless. The City has directly funded nonprofit agencies that provide support services for the homeless and the near-homeless, including the Human Outreach Shelter acquisition program in Hayward.

Goal G: To Encourage Energy Efficiency in All New and Existing Housing

All new housing in Union City must comply with the energy conservation requirements set forth under Title 24 of the *Uniform Building Code*. Room additions and remodeling or rehabilitation of existing homes also triggers the requirements of Title 24 for the sections of the home where the work is being done.

City Staff also encourages and counsels developers and private homeowners on practical suggestions to make their residential units more energy efficient. The City promotes weatherization programs for existing homes, such as the programs offered by Pacific Gas and Electric (PG&E). Energy efficiency features are also incorporated into the City's Housing Rehabilitation Program, thereby offering more benefits to low- and moderate-income households in the form of lower utility costs.

In addition to these seven major goal statements, the *1986 Housing Element* included a set of 22 implementation programs outlining the City's specific intentions for effecting the goals and policies of the element. The following are brief summaries of each of these programs with a descriptions of the City's efforts to implement them.

Program 1. In conjunction with revision of Union City's General Plan, review present land use patterns and adjust residential designations and densities, as necessary, to provide for adequate residential building sites.

While the General Plan revision has not yet been completed, the City is intending to complete a comprehensive update of its General Plan upon the completion of several area and specific plan programs, including the Hillside Area, Dyer Street triangle and the DIPSA. The comprehensive update is budgeted for fiscal year 1991-92 but will not begin until the various plans mentioned above have been completed.

Program 2. Simplify and revise the City's Growth Control Ordinance.

The Ordinance has been revised at the staff level and will be presented to the City Council after the adoption of the current Housing Element update. Again, other projects that required immediate attention delayed the completion of this goal.

Program 3. Revise the Union City Zoning Ordinance, as required by State law, to provide for a density bonuses of at least 25 percent for projects in all residential zoning districts if the project reserves at least 25 percent of its units for low- or moderate-income households or at least 10 percent for lower income households or at least 50 percent for qualifying senior citizens.

This program was not completed. Had an application for such a project been submitted, however, it would have been approved according to the requirements of State law. The City will undertake the Zoning Ordinance revision pursuant to the amended requirements of State law.

Program 4. Maintain a current inventory of vacant residentially zoned parcels and associated development potential and a list of recently approved residential projects and make this information available to the public and developers. Update the inventory and list at least annually.

Achieved. Staff has been maintaining a vacant land inventory for years and most recently updated it for the information contained in the 1990 Housing Element Update. Staff also prepares a monthly summary of all approved projects which is available to the public.

Program 5. Establish guidelines for residential developments focusing on the need for physical and aesthetic compatibility, overall architectural quality, and durability. Among other aspects of development, the guidelines should address landscaping, signage, safety, and energy conservation. Prior to adoption of these guidelines, the City should evaluate their potential impact on housing costs and ensure that the guidelines do not add unnecessarily to the costs of low- and moderate-income housing.

Largely achieved. Staff has recently completed an illustrated guide which discusses many of the aspects mentioned above in the context of a home improvement guide. The City has determined that

the criteria described in the guide do not add unnecessarily to the cost of housing, yet they do help to insure the development of a pleasing environment for households of all economic levels.

Program 6. As required by state law, conduct an annual review of the Capital Improvement Projects Budget and of projects proposed by other local agencies in Union City to ensure that they support the goals and policies of the Housing Element and General Plan.

Partially achieved. The City has completed the review of projects and will be including the Capital Improvements Projects Budget portion of the report this year.

Program 7. Continue to pursue all available and appropriate state and federal funding sources and the mortgage revenue bond program in support of the City's efforts to meet new construction and rehabilitation needs of low- and moderate-income households. Annually, the City will update and review Appendix B, Available Housing Programs, to identify appropriate funding sources to meet Union City's needs.

Achieved. Staff is continually reviewing and pursuing new sources of funding for our housing programs as well as working with other agencies, such as Alameda County and the Housing Authority, in their pursuit of more funding.

Program 8. Continue to directly administer Community Development Block Grant funds, as long as this is financially feasible, and continue to give high priority for the expenditure of City Block Grant funds to housing rehabilitation.

Achieved. Housing rehabilitation has consistently counted for 40 - 50 percent of the total CDBG budget.

Program 9. Continue to implement existing City guidelines for the reservation of affordable units in City bond financed projects.

Achieved. The City, in cooperation with the Housing Authority and Eden Housing, closely monitors the City's bond projects for affordability compliance.

Program 10. Conduct a study of City-collected permit processing fees and fees levied on residential developments, comparing the Union City fee structure to those of surrounding jurisdictions. Revise the City's fee schedules and work with other local agencies in an effort to adjust the overall fee structure to reflect study recommendations.

Achieved. The City has completed the study and has found that our fees are average compared to other cities, and, like many other cities, do not adequately cover actual processing costs incurred by the City. The City does not have any plans to adjust the fee schedule at this time.

Program 11. Incorporate this Housing Element into and coordinate it with the comprehensive revision of the Union City General Plan, and update the housing element prior to July 1, 1990, as required by state law.

See response to Program #1.

Program 12. Adopt a redevelopment plan for the redevelopment project area that identifies the need for new and rehabilitated housing, establishes guidelines for the expenditure of tax increment funds for housing for low- and moderate-income households, and, provides for replacement housing for low- and moderate-income households, should displacement be necessary.

Achieved. The Redevelopment Plan was adopted in 1988. It is an extensive plan that will be a major catalyst in the production of affordable housing for the city.

Program 13. Assist the Alameda County Housing Authority in identifying appropriate developments for acquisition as public housing.

Achieved. While no developments were acquired in the time frame of the 1986 Housing Element, the City continues to work closely with the Housing Authority on its efforts to acquire housing and to apply for funding from the State and Federal governments.

Program 14. Continue to monitor the status of vacant, potentially surplus land owned by Caltrans and other public agencies.

Achieved. The City remains in contact with all public agencies that hold land in Union City and monitors the status of their holdings.

Program 15. Establish a program to work with property owners in areas affected by poor building design and disproportionately high levels of criminal activity to add security devices, strengthen fences, and redesign building elements to reduce crime problems.

Achieved through the creation of Neighborhood Watch and information programs and the review of residential developments by the Design Review Committee, which includes a representative of the City's Police Department.

Program 16. As part of the General Plan Update implementation program, review the possibility of streamlining and revising the City's permit processing procedures to expedite review and approval of residential and all other projects.

Largely achieved through the creation of a Zoning Administrator to review and expedite the approval of certain types of residential development. Furthermore, as mentioned above, the City is developing several area and specific plans. These plans expedite the processing of plans for residential development since projects consistent with a specific plan are exempt from further CEQA compliance.

Program 17. Review park acquisition and improvement standards to ensure that existing and future recreational facilities are adequate to meet the needs of projected growth.

This program was not completed in the time frame of the 1986 element largely due to the fact that, to adequately answer the community's recreation needs, accurate data is necessary. Since the only

data available at that time was the 1980 Census data and since it was obvious that the population was both increasing and becoming more diverse, it was decided that a more adequate review could be achieved after the 1990 Census.

Program 18. Review present programs to assess their adequacy in meeting the special needs of young families, large families, and the elderly (e.g., transit, day care, medical facilities).

This is a goal that was partially achieved, more through the independent revision of various, individual City programs rather than through a concerted effort to evaluate all programs at once. Therefore, the end result may not have been as thorough. For example, the rehabilitation program was extended to include room additions for over-crowded conditions as defined by HUD, thereby aiding low and moderate income, larger households that need more room but do not have the funds to purchase a larger home. The City's Transit program extended routes into more residential areas, thus meeting the needs of more families and seniors. Therefore, this goal is perhaps better considered as an ongoing one that will be more organized inter-departmentally.

Program 19. Post and distribute information on the enforcement program of the State Fair Employment and Housing Commission.

Achieved. Information is posted in prominent locations within the city and is distributed regularly.

Program 20. Post and distribute information on currently available weatherization programs.

Achieved. Incorporated in our senior and rehabilitation programs.

Program 21. Enforce State requirements, including Title 24 requirements, for energy conservation in residential development and encourage residential developers to consider employing additional energy conservation measures.

Achieved. Enforced in all new developments and also incorporated in additions and modifications to existing homes, where appropriate.

Program 22. Establish guidelines for determining which units qualify as upscale housing. Such guidelines might include consideration of size, number of rooms, design, construction, and amenities. The guidelines might also include a requirement that developers submit a list of enhancements that would be consistent with the definition of upscale housing and submit pro forma information concerning expected sales prices and the target market for the units.

This program was considered a low priority and, therefore, considering the staff's work load, was not completed.

What the City has Learned From Implementation of the 1986 Housing Element

In reviewing the goals, policies, and programs from the *1986 Housing Element*, the City found that it had achieved or partially achieved implementation of 77 percent of its programs. While City staff considers this to be a good performance level, the City believes it can achieve a higher percentage of its goals by developing programs that are more detailed and focused.

Many of the programs are of an ongoing nature and, therefore, are appropriately included in the 1990 Element. Staff has also tried to be more realistic in the time-frames for the programs, recognizing that staffing levels can only accommodate a certain amount of projects at any given time. Furthermore, there are many other programs not related to the Housing Element that must be completed. In addition, it is likely that the City will have to attend to other unexpected and time-consuming projects during the time frame of the 1990-95 Housing Element.

Overall, the updated element clearly takes a more aggressive approach to the production of housing for all economic segments of our community.

CHAPTER 4 FINDINGS

- Federal, State, and local agencies and private developers have a long history of active involvement and cooperation in the provision of affordable housing and the improvement of housing conditions in Union City.
- During the 1970s, Union City voters approved an Article 34 referendum authorizing the establishment of 200 units of public housing in Union City, the City created a Housing and Community Development Program and initiated a Housing Conservation Program, and Union City's first Housing Element was adopted. The Alameda County Housing Authority developed 165 units of public housing in Union City during the seventies, and private developers built a 142 unit apartment complex with HUD 236 funding.
- In the 1980s, Union City has issued mortgage revenue bonds for the construction of three apartment complexes, ensuring that 116 of the 576 units in these projects be set aside for very low and low income residents. During the 1980's, the City also issued mortgage revenue bonds for first-time homebuyers. The City has allocated \$19.5 million in single family bonds to six developers for the purchase of 191 homes.
- Between 1980 and 1990, the City, using Community Development Block Grant funds, provided 75 loans for nearly \$1.6 million for residential rehabilitation projects. Over 100 minor rehabilitation loans have been provided since the program's inception in 1988.
- The Alameda County Housing Authority has focused much of its effort on Union City. The Housing Authority presently owns 176 units of public housing in Union City, amounting to 83 percent of all Housing Authority-owned housing countywide. The Housing Authority also administers 461 Section 8 rent certificates in Union City. 3.9 percent of all households in Union City are subsidized by the Housing Authority; this is the highest such percentage in Alameda County.
- During the 1980-1990 period, the number of Section 8 certificate or voucher holders in Union City increased by 491 percent, by far the greatest increase of Section 8-assisted households for any community in which the Alameda County Housing Authority operates.

APPENDIX A

LOWRY ROAD STATISTICAL PROFILE

The Lowry Road Area presents a special problem with regards to the Union City Housing Element Update. Because the area, which comprises about 270 acres in the southwestern part of the city, has been developed entirely since 1980, a special effort has been undertaken to compile planning information which for the rest of the city was contained in the 1980 U.S. Census. To acquire data which corresponds roughly with that collected for the census, Mintier Harnish & Associates contacted the two primary developers of the area, Ponderosa Homes of Northern California and William Lyon Homes. Between 1980 and 1985 Ponderosa built 707 of the 1,126 single family detached units built in the Lowry Road Area. Lyon constructed another 346. Lyon also built 101 single family attached (condominium) units. Excluding three park sites and a relatively small parcel zoned for neighborhood commercial, the area is zoned entirely for residential use. The bulk of the residentially zoned land is set aside for low density single family development, with two areas set aside for medium density single family homes and one parcel set aside for multi-family housing.

Information provided by Ponderosa Homes consisted of 165 buyer profile sheets for all home sales in their Crossroads Development in 1985. This total constitutes about 15 percent of all homes sold by Ponderosa in the Lowry Road Area since 1980 and, according to Ponderosa, the mix of home models is representative of other projects which they have developed in the Lowry Road Area. MHA compiled statistics on selling prices, unit sizes, household sizes, ages of residents, previous places of residence, previous housing tenure, household incomes, and reasons for moving. Following are brief summaries of survey findings.

Housing Units

Units in the Crossroads development range in size from three bedroom/two bath, 1,374 square foot homes to five bedroom/three bath, 2,349 square foot units. The selling prices ranged from a low of \$127,000 to a high of \$198,000. The average unit in the development has 3.6 bedrooms, 2.6 baths, is 1,774 square feet in size, and sold for \$157,000. The median selling price was slightly higher at approximately \$160,000.

Household Size

The average household size in the sample is about 2.75 persons per unit. The following table shows a breakdown of household sizes in the Crossroads Development.

Number of Residents	Units	Percentage of Total
One	16	9.8%
Two	66	40.5
Three	35	21.5
Four	36	22.1
Five	9	5.5
Six	1	0.6
Total	163	100.0%

Overall, these household sizes fall somewhere in between 1985 California Department Finance estimates for Union City and Alameda County. DOF estimates that the overall citywide average is 3.34 and the countywide average is 2.53.

Age of Residents

The following table show the distribution of ages of the 439 Crossroads residents whose ages were listed on the survey forms.

Age Category	Number of Responses	% of Total Responses
Under 5	71	16.2%
5-17	53	12.1
18-29	131	29.8
30-44	159	36.2
45-64	25	5.7
65 and over	0	0.0
Total	439	100.0%

A comparison of these figures with comparable citywide numbers from the 1980 Census shows that survey respondents clustered in the 18-44 year range more than in the census. While survey responses indicate that about two-thirds of residents in the Crossroads Development fall into this category, less than half of the 1980 Census respondents did. Conversely, school age children (28.3 percent) and residents over 45 (5.7 percent) made up much smaller proportions of the population than in 1980 (34 percent and 20 percent, respectively).

Previous Place of Residence

One of the survey questions asked buyers to list their previous place of residence. The following table lists previous places residence by county.

County	Number of Responses	% of Total Responses
Alameda	75	48.7%
Santa Clara	36	23.4
San Mateo	32	20.8
San Francisco	5	3.2
Contra Costa	1	0.6
Sonoma	1	0.6
Los Angeles	1	0.6
Out of State	3	2.0
Total	154	100.0%

The table below indicates the previous cities of residence of those respondents previously residing in Alameda County.

City	Number of Responses	% of Total Responses
Fremont	25	33.3%
Union City	18	24.0
Hayward	14	18.7
Newark	10	13.3
Alameda	6	8.0
Oakland	1	1.3
San Lorenzo	1	1.3

Previous Tenure

Tenure refers to resident status in terms of ownership. The following table indicates the distribution of respondents between previous owners and previous renters. Included in the renter category are five respondents who previously lived with their parents.

Previous Tenure	Number of Responses	% of Total Responses
Renter	89	56.7%
Owner	68	43.3%
Total	157	100.0%

Reasons for Moving

Home buyers were asked to list their reasons for buying their new homes. The following table lists the frequency of chosen responses. Many respondents checked more than one reason, so the total number of responses is considerably higher than the number of respondents.

Previous Tenure	Number of Responses	% of Total Responses
Tired of Renting	58	21.6%
Closer to Work	13	4.8%
Larger Home	77	28.6%
Smaller Home	1	0.4%
Job Transfer	15	5.6%
Better Schools	10	3.7%
Better Area	24	8.9%
Tax Shelter	39	14.5%
Investment	32	11.9%
Total	269	100.0%

Household Income

152 buyers listed incomes on survey response forms. In most cases, households had two incomes; in some cases, there may have been more than two, but survey response forms had spaces for only two incomes. Overall responses are, nonetheless, considered to be relatively accurate and representative. The following table lists frequency of responses as distributed among several household income categories.

Income Category	Number of Responses	% of Total Responses
Below \$30,000	3	2.0%
\$30-34,999	11	7.2%
\$35-39,999	12	7.9%
\$40-44,999	15	9.9%
\$45-49,999	17	11.2%
\$50-54,999	26	17.1%
\$55-59,999	25	16.4%
\$60-64,999	13	8.6%
\$65-69,999	16	10.5%
\$70-74,999	2	1.3%
\$75-79,999	6	3.9%
\$80-84,999	3	2.0%
\$85-89,999	0	0.0%
\$90-94,999	2	1.3%
\$95-99,999	0	0.0%
\$100,000 and Over	1	-0.7%
Total	152	100.0%

Comparison of these figures with the 1985 median household income for Alameda County reveals that only seven percent of the survey households fall below the median income of \$33,400 and that over 80 percent fall into the "above moderate" income classification as defined for housing needs purposes.

Because the Lyon Homes projects were not built or sold as recently as the Ponderosa projects, the information available is not as comprehensive. We do, however, know that the Lyon developments differed markedly from the Ponderosa projects. Whereas Ponderosa's homes were built for and sold to upper-middle income buyers, the Lyon units were constructed for the starter market. These homes are, therefore, smaller and less expensive than most of Ponderosa's units.

Attempts to obtain marketing information of the type collected for the Ponderosa development proved fruitless.

APPENDIX B

CENSUS DEFINITIONS FOR RACE AND ETHNICITY^{2,3}

RACE

On the 1980 Census questionnaire, all persons were asked to identify themselves according to 15 race categories: White, Black or Negro, American Indian, Eskimo, Aleut, Japanese, Chinese, Filipino, Korean, Asian Indian, Vietnamese, Hawaiian, Guamanian, Samoan and Other. The "Other" category includes groups not included in the 14 categories.

The category "White" includes persons who indicated White on the questionnaire or who entered a response suggesting European origin. The "Black" category includes persons indicating Black or Negro or who reported such entries as African, Black Puerto Rican, Creole, Jamaican or West Indian. The "American Indian, Eskimo, and Aleut" category includes persons who indicated these specific categories or who reported the name of an Indian tribe. The "Asian and Pacific Islander" category includes Japanese, Chinese, Filipino, Korean, Asian Indian, Vietnamese, Hawaiian, Guamanian and Samoan. Other Asian and Pacific Islander groups not specifically stated on the questionnaire are reported in the "Other Races" category, which also includes all other races (or ethnic groups) not specifically listed on the questionnaire.

The concept of race as used by the Census Bureau does not provide or imply any clear-cut scientific definition of race. In the 1980 Census, the race concept is a reflection of self-identification by respondents. Write-in responses on all questionnaires were reviewed during clerical operations to classify entries to existing categories. However, Hispanic write-in categories such as "Mexican" or "Puerto Rican" and Asian-Pacific Islander entries such as "Cambodian" or "Polynesian" were not recorded during complete-count processing. In addition, subsequent processing of sample questionnaires will shift a significant part of those latter cases tabulated as "Other Races" in the complete-count data to "Asian and Pacific Islander" in sample data, affecting comparability between 100 percent and sample data.

SPANISH/HISPANIC ORIGIN

All persons were asked in the 1980 Census questionnaire to identify whether they are of Spanish/Hispanic origin. Persons marking any of the four "Spanish" categories -- Mexican, Puerto Rican, Cuban or other Spanish -- are referred to as "persons of Spanish origin" and are included in the "Spanish Origin" category on the Reapportionment Tape.

It is important to note that *Spanish origin is not a race category*; persons of Spanish origin may be of any race in the 1980 Census according to self-identification. In 1970 persons who did not report a specific race but who wrote in Hispanic categories in the race question were usually assigned to White.

²Definitions herein are based on *Census of Population and Housing, 1980: P.L. 94-171 Population Counts Microfiche Technical Documentation prepared by the Data User Services Division, Bureau of the Census. -- Washington: The Bureau, 1981.*

³For a detailed discussion of the 15 race categories and the Spanish-origin categories, see ABAG's *Census Data Bulletin No. 1*, May 1981.

1970 CENSUS COMPARISON

The 1980 and 1970 data for both the racial groups and persons of Spanish/Hispanic origin are not entirely comparable. In summary, *counts presently available from the 1980 Census for White; Asian and Pacific Islander; American Indian, Eskimo, and Aleut and Spanish origin populations cannot be directly compared with previous census counts.*

One factor affecting all race categories is the handling of a respondent's doubt concerning which category was applicable. In 1970, when persons with parents of different races were in doubt as to their classification or could not provide a single response, the race of the father was used; in 1980, the race of the mother was used.

The 1970 questionnaire had only eight specific race categories; in all states and areas except Alaska, the following race categories were listed: "White," "Negro or Black," "Japanese," "Chinese," "Filipino," "Hawaiian," "Korean," "American Indian," and "Other." In Alaska, the categories "Eskimo" and "Aleut" appeared on the 1970 questionnaire in place of "Hawaiian" and "Korean." The 1980 questionnaire has 14 specific categories; individual categories for Vietnamese, Asian Indian, Guamanian, and Samoan populations have been added. In addition, the categories "Eskimo" and "Aleut" are listed on all questionnaires in all states (100 percent sample). These changes in the race question mean that much of the nationwide increase in the American Indian, Eskimo and Aleut population may be attributed to improved coverage as well as to changes in the likelihood of persons to identify themselves as native Americans.

The 1970 race category "Negro or Black" was retitled "Black or Negro" for the 1980 Census, so 1980 counts generally are comparable to 1970. At the national level, the provisional count for the Black population indicates that coverage for this group improved by 30-40 percent over 1970 and that the undercount rate for Blacks in 1970 of 7.7 percent was reduced to approximately 4.5-5.5 percent.⁴

The White, Asian and Pacific Islander, and Other races populations have several factors affecting their comparability between the 1970 and 1980 Censuses. The 1980 definition of Asian and Pacific Islander includes Asian Indians who were classified as White in 1970. Also, a smaller number of "Asian" response categories were available on the 1970 questionnaire; therefore, many persons who could not find their specific category may have classified themselves in categories other than "Asian." There has been a significant change in the way the Hispanic population is reported that affects the counts for the White population and for persons of other races. In 1970, persons who did not report a specific race but wrote in Hispanic categories in the race question were generally assigned to "White." For 1980, these persons remain in the "Other" category. Nationwide in 1970, only 1 percent of the Spanish origin persons were classified as "Other" and 93 percent were "White" in the published census reports. In comparison, national results of the 1980 Census indicate that 40 percent of the Spanish origin persons did not report a specific race but reported as "Other"; about 56 percent reported "White."⁵

⁴U.S. Department of Commerce, Bureau of the Census, *Factors Influencing 1980 Census Totals for Racial and Spanish Origin Groups*, page 1, February 20, 1981.

⁵Ibid.

Comparability of Spanish-origin population counts is significantly affected by major changes in how the Spanish question was asked and of whom. The Census Bureau notes the following historical comparability concerns:⁶

The Spanish-origin question was asked on a 100 percent basis for the first time in 1980. A similar question was asked on the 1970 5 percent sample questionnaire. For 1980 the category "No, not Spanish/Hispanic" appears first (the corresponding category appeared last in 1970). Also, the terms "Mexican-American" and "Chicano" are added to the term "Mexican." The category "Central or South American," included in 1970, has been dropped.

Although a question on Spanish origin was included in 1970, it was not the major identifier used to classify the Hispanic population in the census as it was in 1980. Depending on the section of the country, 1970 census data for "Persons of Spanish Heritage" were variously defined as "Persons of Puerto Rican Birth or Parentage" (in New York, New Jersey and Pennsylvania); "Persons of Spanish Language or Spanish Surname" (in Arizona, California, Colorado, New Mexico and Texas), and as "Persons of Spanish Language," referred to those persons who in 1970 reported Spanish as their mother tongue as well as persons in families in which the householder or spouse reported Spanish as his or her mother tongue.

⁶Data User Services Division, Bureau of the Census, *Census Population and Housing, 1980: P.L. 94-171 Population Counts Microfiche Technical Documentation*, page 29, 1981.

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APPENDIX C

HOUSING ACTIVITY ALLOCATION BY INCOME CATEGORY

Union City

1980 to 1989

Building Permits/Projects 1980 to 1985 ¹	Income Category				Total
	Very Low	Low	Moderate	Above Moderate	
Single-Family Detached	--	--	--	1,566	1,566
Multi-Family					
Greenhaven	47 ²	13 ³	190 ³	--	250
Mission Sierra	25 ⁴	6 ³	121 ³	--	152
Mission View	36	--	--	--	36
E Street	2	--	--	--	2
Third Street	4	--	--	--	4
Adrienne Village	15 ⁵	60 ³	--	--	75
All Others	--	28 ³	114	--	142
Condos/Townhouses	--	--	--	736	736
Mobilehomes	--	27	--	27	--
Subtotal	129	134	425	2,302	2,990
Adjustments					
Housing Authority	+28 ⁶	--	-28 ⁶	--	--
Section 8 Certificates	+186 ⁷	--	-186 ⁷	--	--
1980 to 1985 Subtotal	343	134	211	2,302	2,990
1986 to 1989⁸					
Single-Family Detached	--	--	--	263	263
Multi-Family					
Skylark	24 ⁵	11 ³	139 ³	--	174
Verandas	--	--	282 ³	--	282
All Others	--	--	47	--	47
Condos/Townhouses	--	--	--	--	--
Mobilehomes	--	6	--	131	137
Subtotal	24	17	468	394	903
Adjustments					
Section 8 Certificates	+125 ⁹	--	-125 ⁹	--	--
1986 to 1989 Subtotal	149	17	343	394	903
1980 to 1989 Total	492	151	554	2,696	3,893

¹January 1, 1980 to December 31, 1985.

²Greenhaven "controlled" units. 47 units are currently rented to Section 8 Certificate holders (very-low-income).

³Market rental rate compared to income limits for income category.

⁴25 units available for Section 8 Certificate holders.

⁵HUD reserved units for very-low-income households.

⁶These are 28 units of existing multi-family housing formerly priced for moderate-income households that were acquired by the Alameda County Housing Authority and rented to very-low-income units.

⁷These are 211 units newly occupied by Section 8 Certificate holders between 1980 and 1985, based on a net increase of 258 Section 8 Certificate holders in Greenhaven (47) and Mission Sierra (25).

⁸January 1, 1986 to December 31, 1989.

⁹These are 125 units newly occupied by Section 8 Certificate holders between 1986 and 1989.

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APPENDIX D

1986 HOUSING ELEMENT GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS

HOUSING GOALS AND POLICIES

In an effort to ensure the provision of adequate and affordable housing in a suitable living environment for existing and future residents of Union City, the City of Union City adopts the following goals and policies:

Goal A: To promote the development of upscale housing^{*}.

Policies

1. Establish general plan, zoning, and other standards and procedures that promote upscale housing.
2. Ensure that a minimum of 60% of the new units developed annually in the next five years are upscale units.
3. Ensure that a minimum of 60% of all units in the 511 Study Area are developed as upscale units.
4. Ensure that a minimum of 85% of all units in the Hill Area are developed as upscale units.
5. Pursue annexation of lands within the Union City sphere of influence that provide suitable sites for upscale housing.
6. Support and sponsor efforts to improve the image of Union City.
7. Support and sponsor both public and private efforts that improve the physical and aesthetic quality and value of existing development.
8. Support the New Haven Unified School District in their efforts to improve educational quality and academic excellence in local schools.

Goal B: To promote quality residential development.

Policies

1. Encourage residential development of high architectural and physical quality and compatibility with adjacent land uses and buildings.
2. Through design criteria conforming with the City Security Ordinance, encourage the development of residential projects that include design features aimed at promoting personal security and discouraging criminal activity.

^{*} For single family units, upscale housing is defined as a unit that sells for at least 46% above the average sales price of units in southern Alameda County for the previous calendar year as reported by the Southern Alameda County Board of Realtors. (See Table II-40, p. 74.) For multi-family rental units, upscale housing is defined as a two bedroom/one bath unit that rents for at least the median advertised rent for a two bedroom apartment in the Bay Area for the previous calendar year as reported by the Bay Area Council. These definitions are to be treated as policy objectives; it is recognized that achieving these objectives will require an implementation program which specifies the kind of standards, enhancements, and amenities that would yield and justify such sales prices and rent levels.

Goal C: To provide a range of housing types for all economic segments of the community, while maintaining the single family character of Union City.

Policies

1. Maintain an adequate supply of land in appropriate land use and zoning categories to accommodate projected household growth and to achieve residential vacancy rates allowing turnover with relative ease.
2. Maintain an overall ratio of 75% single family to 25% multi-family development.
3. Maintain an overall tenure ratio of 70% owner-occupied units to 30% renter-occupied units.
4. Ensure that a minimum of 60% of the new units developed annually in the next five years are upscale units.
5. Promote the development of larger units, both ownership and rental, to accommodate the housing needs of Union City's larger average family sizes.
6. Limit annual residential growth to 450 units per year, with provisions for exceptions where a specific plan has been prepared and adopted.
7. Give priority in the 511 Study Area to the provision of housing over other types of development, where not constrained by environmental factors or hazards.
8. Promote owner occupancy of both new and existing condominium units.
9. Use redevelopment powers to acquire and assemble sites for residential development, while avoiding displacement of existing residents.
10. Provide information to the public and developers on approved residential projects and vacant land supply.
11. Establish criteria for identifying appropriate sites for high rise residential development, which include consideration of available services (e.g., roads, sewer, and water service) and compatibility with adjacent uses.
12. Use state and federal funding assistance, to the extent that these subsidies exist and are appropriate to Union City's needs, to develop affordable housing.
13. Continue to utilize mortgage revenue bonds or other mortgage backed securities, to the extent that these techniques are available and appropriate to Union City's needs, to develop affordable housing.
14. Continue to require that all new City multi-family revenue bond-supported housing projects make at least 20% of the total number of units available for very low- and low-income households either through agreements giving Section 8 certificate holders priority or through control of rents.

15. Support the Alameda County Housing Authority in securing an additional 30 units of publicly-owned housing in Union City.
16. Support the continued use of Section 8 rent certificates by Union City residents.
17. Promote the expeditious processing and approval of residential projects that meet General Plan policies and City regulatory requirements.
18. Ensure that City policies, regulations, and procedures do not add unnecessarily to the costs of producing housing while assuring the attainment of other City objectives.
19. Grant residential density bonuses for projects that reserve units for low and/or moderate income households, as required by state law.

Goal D: To encourage the maintenance and continued improvement of the existing housing stock and residential neighborhoods.

Policies

1. Encourage private reinvestment in older residential neighborhoods.
2. Encourage private rehabilitation of housing.
3. Use state and federal funding assistance to the fullest extent these subsidies exist to rehabilitate housing. Continue to give housing rehabilitation efforts high priority in the use of Community Development Block Grant funds.
4. Establish housing rehabilitation as a high priority for use of redevelopment funds and resources.
5. Give priority in City housing rehabilitation programs to the Alvarado and Decoto areas.
6. Require that the sales value of infill development in older neighborhoods is at least 10% higher than the values of the surrounding development calculated on a per square foot basis.
7. Support the revitalization of older neighborhoods by keeping streets, sidewalks, and other municipal systems in good repair.
8. Use City rehabilitation and other appropriate programs to arrest the deterioration of newer housing and neighborhoods that are already showing signs of deterioration before repair costs become excessive.
9. In areas affected by poor building design and disproportionately high levels of criminal activity, work with property owners to add security devices, strengthen fences, and redesign building elements to reduce crime problems.
10. Promote the maintenance of existing mobilehome parks.

11. Require abatement of unsafe structures, giving property owners ample opportunities to correct deficiencies.
12. Minimize the demolition of existing multi-family housing unless the unit is found to be substandard and unsuitable for rehabilitation.
13. Continue to promote the maintenance of rental housing consistent with City housing and building codes.

Goal E: To ensure the provision of adequate services to support existing and future residential development.

Policies

1. Support the efforts of the Alameda County Water District and the Union Sanitary District to expand their facilities to ensure adequate water and sewer services in Union City.
2. Work with the New Haven Unified School District to ensure the availability of adequate school facilities to meet the needs of projected households in Union City.
3. Support the use of CDBG and redevelopment funds for the upgrading of streets, sidewalks, and other public improvements in the Decoto and Alvarado Areas.
4. Ensure that park and recreation facility acquisitions and improvements keep pace with residential development.
5. Ensure that housing developments pay their own way in terms of financing public facilities and services.
6. Assess the special needs of young families and the elderly for improved and conveniently located public and private services (e.g., transit, day care, medical facilities).

Goal F: To promote equal opportunity to secure safe, sanitary, and affordable housing for everyone in the community regardless of race, sex, and other arbitrary factors.

1. Continue to support fair housing programs through the Alameda County Block Grant Program.
2. Promote the enforcement of the State Fair Employment and Housing Commission.
3. Give special attention in housing programs to the needs of special groups, including the handicapped, large families, the elderly, and families with low incomes.
4. Support efforts at the regional level to provide housing for the homeless and those in need of emergency shelter.

Goal G: To encourage energy efficiency in all new and existing housing.

1. Promote the use of energy conservation features in the design of all new residential structures.
2. Promote the use of weatherization programs for existing residential units, including programs operated by PG&E.

IMPLEMENTATION PROGRAMS

The following programs consist of those specific actions the City of Union City intends to undertake during the period 1986-1990 to achieve the goals and implement the policies listed in the previous section. Taken together, these actions are expected to achieve the quantified objectives listed in the following section.

1. In conjunction with revision of Union City's General Plan, review present land use patterns and adjust residential designations and densities, as necessary, to provide for adequate residential building sites. In particular, the general plan revision should:
 - a) Designate adequate sites for upscale housing
 - b) Designate appropriate sites for high rise (e.g., 5-7 stories) residential development
 - c) Determine the appropriate location, pattern, and density of future residential development in the Hill Area, giving special attention to the use of the area for the provision of upscale housing
 - d) Determine the appropriate mix of residential uses for areas of major future development and redevelopment

Responsibility:

Planning Commission
City Council
Community Development Department

Time Frame:

FY 86-87 and FY 87-88

2. Simplify and revise the City's Growth Control Ordinance to:
 - a) Make it applicable to all residential units, except secondary residential units and congregate housing
 - b) Establish the annual limitation at 450 units
 - c) Eliminate numerical limits on the types of residential units that can be built
 - d) Exempt units which are built pursuant to an adopted specific plan that assures that services will be available to meet the projected level of demand resulting from the project.

Responsibility:

City Council
Community Development Department

Time Frame:

FY 86-87

3. Revise the Union City Zoning Ordinance, as required by State law, to provide for a density bonuses of at least 25% for projects in all residential zoning districts if the project reserves at least 25% of its units for low- or moderate-income households or at least 10% for lower income households or at least 50% for qualifying senior citizens.

Responsibility:

City Council
Planning Commission
Community Development Department

Time Frame:

FY 87-88

4. Maintain a current inventory of vacant residentially zoned parcels and associated development potential and a list of recently approved residential projects and make this information available to the public and developers. Update the inventory and list at least annually.

Responsibility:

Community Development Department

Time Frame:

Ongoing

5. Establish guidelines for residential developments focusing on the need for physical and aesthetic compatibility, overall architectural quality, and durability. Among other aspects of development, the guidelines should address landscaping, signage, safety, and energy conservation. Prior to adoption of these guidelines, the City should evaluate their potential impact on housing costs and ensure that the guidelines do not add unnecessarily to the costs of low- and moderate-income housing.

Responsibility:

City Council
Planning Commission
Community Development Department

Time Frame:

FY 88-89

6. As required by state law, conduct an annual review of the Capital Improvement Projects Budget and of projects proposed by other local agencies in Union City to ensure that they support the goals and policies of the Housing Element and General Plan.

Responsibility:

City Council
Planning Commission
Community Development Department
Public Works Department

Time Frame:

Annually

7. Continue to pursue all available and appropriate state and federal funding sources and the mortgage revenue bond program in support of the City's efforts to meet new construction and rehabilitation needs of low- and moderate-income households. Annually, the City will update and review Appendix B, Available Housing Programs, to identify appropriate funding sources to meet Union City's needs.

Responsibility:

City Council
Redevelopment Agency
Community Development Department

Time Frame:

Ongoing

8. Continue to directly administer Community Development Block Grant funds, as long as this is financially feasible, and continue to give high priority for the expenditure of City Block Grant funds to housing rehabilitation.

Responsibility:

City Council
Redevelopment Agency
Community Development Department

Time Frame:

Ongoing

9. Continue to implement existing City guidelines for the reservation of affordable units in City bond financed projects.

Responsibility:

City Council
Community Development Department

Time Frame:

Ongoing

10. Conduct a study of City-collected permit processing fees and fees levied on residential developments, comparing the Union City fee structure to those of surrounding jurisdictions. Revise the City's fee schedules and work with other local agencies in an effort to adjust the overall fee structure to reflect study recommendations.

Responsibility:

Community Development Department

Time Frame:

FY 87-88

11. Incorporate this Housing Element into and coordinate it with the comprehensive revision of the Union City General Plan, and update the housing element prior to July 1, 1990, as required by state law.

Responsibility:

City Council
Planning Commission
Community Development Department

Time Frame:

FY 86-87, 87-88, and 89-90

12. Adopt a redevelopment plan for the redevelopment project area that identifies the need for new and rehabilitated housing, establishes guidelines for the expenditure of tax increment funds for housing for low- and moderate-income households, and, provides for replacement housing for low- and moderate-income households, should displacement be necessary.

Responsibility:

Redevelopment Agency
City Council
Planning Commission
Community Development Department

Time Frame:

FY 86-87, 87-88 (Approval of a redevelopment plan is expected by April 1988; the first tax increment revenues are expected to be available by December 1989.)

13. Assist the Alameda County Housing Authority in identifying appropriate developments for acquisition as public housing.

Responsibility:

City Council
Community Development Department
Alameda County Housing Authority

Time Frame:

Ongoing

14. Continue to monitor the status of vacant, potentially surplus land owned by Caltrans and other public agencies.

Responsibility:

Community Development Department

Time Frame:

Ongoing

15. Establish a program to work with property owners in areas affected by poor building design and disproportionately high levels of criminal activity to add security devices, strengthen fences, and redesign building elements to reduce crime problems.

Responsibility:

City Council
Redevelopment Agency
Community Development Department
Union City Police Department

Time Frame:

Ongoing

16. As part of the General Plan Update implementation program, review the possibility of streamlining and revising the City's permit processing procedures to expedite review and approval of residential and all other projects.

Responsibility:

City Council
Community Development Department

Time Frame:

FY 88-89

17. Review park acquisition and improvement standards to ensure that existing and future recreational facilities are adequate to meet the needs of projected growth.

Responsibility:

City Council
Planning Commission
Community Development Department
Leisure Services Department

Time Frame:

FY 87-88

18. Review present programs to assess their adequacy in meeting the special needs of young families, large families, and the elderly (e.g., transit, day care, medical facilities).

Responsibility:

City Council
Community Development Department

Time Frame:

FY 87-88

19. Post and distribute information on the enforcement program of the State Fair Employment and Housing Commission.

Responsibility:

Community Development Department

Time Frame:

Ongoing

20. Post and distribute information on currently available weatherization programs.

Responsibility:

Community Development Department

Time Frame:

Ongoing

21. Enforce State requirements, including Title 24 requirements, for energy conservation in residential development and encourage residential developers to consider employing additional energy conservation measures with respect to the following:

- a. Street and driveway design
- b. Lot pattern and configuration
- c. Siting of buildings
- d. Landscaping
- e. Solar access

Responsibility:

City Council
Community Development Department
Public Works Department

Time Frame:

Ongoing

22. Establish guidelines for determining which units qualify as upscale housing. Such guidelines might include consideration of size, number of rooms, design, construction, and amenities. The guidelines might also include a requirement that developers submit a list of enhancements that would be consistent with the definition of upscale housing and submit pro forma information concerning expected sales prices and the target market for the units.

Responsibility:

City Council
Community Development Department

Time Frame:

FY 86-87

QUANTIFIED OBJECTIVES

The following table summarizes housing needs and outlines Union City's quantified objectives for the time period of January 1, 1986, to July 1, 1990. These quantified objectives represent a reasonable expectation for the new housing units that will be developed and the households that will be assisted between 1986 and 1990 based on the policies and programs outlined in this Housing Element and general market conditions.

TABLE I-1
QUANTIFIED OBJECTIVES¹
1986-1990

NEW CONSTRUCTION		NEW UNITS		
<u>Income Category</u>	<u>Need²</u>	<u>Program Units</u>	<u>Market Units</u>	<u>Total</u>
Very Low	55	60 ³	--	60
Low	240	50 ⁴	50 ⁶	100
Moderate	--	100 ⁵	430 ⁷	530
Above Moderate	--	---	690	690
	295	210	1,170	1,380

REHABILITATION

Rehabilitation loans
and loan guarantees 45 very low and low income households⁸

HOUSING CONSERVATION

Section 8 rent
certificates 325-350 very low income households⁹

¹Based on an annual residential growth rate of 300 units per year for the period January 1, 1986 to July 1, 1990. The historical growth rate of approximately 500 new units per year (1980-1985) is expected to fall to about 300 units per year by 1987.

²From Table II-46 (p. 79).

³Includes an additional 30 units of scattered site housing remaining to be developed by the Housing Authority under Union City's Article 34 referendum authority (these are a deduction from the moderate income existing stock). This also includes 28 units in the Skylark project already approved.

⁴Virtually all these units will be multi-family units. Includes an estimated 7 units in the Skylark project already approved. Also includes few secondary residential units.

⁵Includes an estimated 100 units to be provided through density bonus provisions.

⁶Most of these will be infill units in the Decoto area.

⁷Most of these will be multi-family units, including 139 units in the Skylark project. This figure also includes 30 units to replace the 30 units to be acquired by the Housing Authority as scattered site housing.

⁸Approximately 10 units per year based on historical experience.

⁹The Alameda County Housing Authority currently administers 336 Section 8 rent certificates in Union City. The Housing Authority expects no increase in the number of authorized Section 8 certificates in the near term. City Housing policies will encourage the continued use of existing Section 8 certificates in Union City.

APPENDIX E

GLOSSARY

Condominium: Ownership that enables a person to own an apartment or house in a development of similar units and hold a common or joint-ownership in common areas, hallways, entrances, elevators, etc. The owner has a deed to the individual unit, and, very likely, a mortgage on the unit, and also holds a common or joint ownership in all common areas, such as grounds, lobbies, and elevators. A condominium unit need not be occupied by the owner to be counted as such.

Contract Rent: The monthly rent agreed to, or contracted for, regardless of any furnishings, utilities, or services that may be included.

Dwelling Unit: One (1) or more habitable rooms which are designed to be occupied by one (1) family with facilities for living, sleeping, cooking, eating, and sanitation.

Family: Two or more persons, including the householder, who are related by birth, marriage, or adoption, and who live together as one household.

Gross Rent: Contract rent plus the estimated average monthly cost of utilities (water, electricity, gas) and fuels (oil, coal, kerosene, wood, etc.) to the extent that these are paid for by the renter (or paid for by a relative, welfare agency, or friend) in addition to the rent.

Household: The person or persons occupying a housing unit.

Housing Units: A house, apartment, mobilehome or trailer, group of rooms, or single room occupied as a separate living quarter or, if vacant, intended for occupancy as a separate living quarter. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from the outside of the building or through a common hall.

Income Levels: Income categories are defined with respect to the area or county median income and are adjusted for household size, as follows:

Very Low Income - Less than 50% of the area of county median income.

Other Lower Income - Between 51% and 80% of the county median income.

Lower Income - Less than or equal to 80% of the county median income (i.e., combination of very low income and other lower income).

Moderate Income - Between 81% and 120% of the county median income.

Above Moderate Income - Above 120% of the county median income.

Mean: The average of a range of numbers.

Median: The mid-point in a range of numbers.

Multi-family Dwelling Unit: A building or portion thereof designed for or occupied by two (2) or more families living independently of each other, including duplexes, triplexes, quadruplexes, apartments, and condominiums.

Overcrowding: Households or occupied housing units with 1.01 or more persons per room.

Single Family Dwelling: A building or buildings designed for or occupied exclusively by one (1) family, excluding a mobilehome. Includes both detached and attached (townhouses) single family units.

Upscale Housing: Single family and multi-family housing units affordable to households with incomes of at least 180 percent of the county median income.

Year-round Housing Units: All occupied units plus vacant units intended for year-round use, but excluding vacant units held for seasonal use or migratory labor.

APPENDIX F

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APPENDIX G

PERSONS CONSULTED

Bartlett, Maret, Manager, City of Union City Redevelopment Agency

Basgall, Ophelia, Executive Director, Alameda County Housing Authority

Cook, Tom, Vice President, Housing and Land Use, Bay Area Council

Fryer, Len, Ponderosa Homes

Gibbons, Pat, New Haven School District

Hardwick, Cyndy, Executive Director, Eden Housing

Hill, Craig, Alameda County Water District

Holan, Jon, Senior Planner, City of Union City

Korwin, Lisa, Executive Director, Eden Council for Hope & Opportunity (ECHO)

Leonard, Mark, Community Development Director, City of Union City

McGill, Evelyn, State of California Employment Development Department, Alameda County Office

Pantages, Dick, Solid Waste Management District

Pendall, Rolf, Bay Area Council

Pinn, Al, Pinn Brothers Homes

Smith, Vernon M., Housing and Community Development Coordinator, City of Union City

Taylor, Chris, California Association of Realtors

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APPENDIX H
HCD REVIEW LETTER AND CITY'S RESPONSE

**DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT****DIVISION OF HOUSING POLICY DEVELOPMENT**

1800THIRD STREET, Room 430
P.O BOX 952053
SACRAMENTO, CA 94252-2053
(916) 323-3176 FAX (916) 323-6625

Ms. Karen Smith
City Manager
City of Union City
34009 Alvarado-Niles Road
Union City, CA 94587

Dear Ms. Smith:

Re: Review of Union City's Draft Housing Element

Thank you for submitting Union City's draft housing element, received for our review on December 19, 1990. As you know, we are required to review draft housing elements and report our findings to the locality (Government Code Section 65585(b)).

Phone conversations in January with Bob Lagomarsino, the City's consultant, and Vern Smith of your staff facilitated our review. This letter and appendix summarize the conclusions of those conversations.

The draft element is a well-organized comprehensive planning document which addresses many requirements of housing element law. The element includes analyses of existing and projected housing needs and quantified objectives for the maintenance, improvement, and development of housing over the planning period. We commend the City for assisting the Housing Authority in providing affordable housing opportunities for seniors and lower-income households.

In our opinion, however, certain revisions are required to bring the element into compliance with State housing element law (Article 10.6 of the Government Code). In particular, the element should include a more comprehensive review of the previous housing element and demonstrate that the City has adequate and suitable sites to accommodate the City's share of the regional housing need. These and other recommended changes are summarized in the appendix.

One of the City's housing goals is to promote and ensure the development of upscale housing. The goal is promoted by several City policies. While this may be a worthwhile goal for Union City it should not be done at the expense of housing for low- and moderate-income households.

Chapter 1452, Statutes of 1989, requires all housing elements to include, by January 1, 1992, additional needs analysis and programs

Ms. Karen Smith a
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to address the potential conversion of existing, assisted housing developments to non-low-income housing uses during the next ten-year period (Sections 65583(a)(8) and (c)(6)). While the City identified two such assisted housing developments, the analysis should be expanded to include all projects referenced by the statute and described in the technical assistance document which is attached. Since this analysis is not required until January 1, 1992, our comments relative to this requirement will not affect the compliance status of the element until that date.

The City should be aware of recent amendments to housing element law. The supplemental appendix to this letter describes these recent legislative changes.

For your information, a recent California State Supreme Court decision has eliminated uncertainty with regard to using general or "blanket" Article 34 authority to develop low-rent housing. The Court found that a ballot measure need not be site specific or project specific. Thus, housing sponsors may proceed with the construction or acquisition of publicly-assisted or publicly-owned low-rent housing projects which rely on pre-existing or future general Article 34 authority.

Article 34 authority is required for new construction funded by Propositions 84 and 107 (Housing and Homeless Bond Acts of 1988 and 1990, respectively) and new construction or rehabilitation programs financed by the California Housing Finance Agency. Since the Housing Authority intends to use the Article 34 units currently authorized, the City may wish to obtain additional referendum authority to facilitate applications for these funds.

We hope our comments are helpful to the City. We appreciate the cooperation and assistance of Messrs. Smith and Lagomarsino during the course of our review. If you have any questions about our comments or would like assistance in the revision of your housing element, please contact either Susan Levenson (916) 323-4475 or Camilla Cleary (916) 323-3185 of our staff.

In accordance with requests pursuant to the Public Records Act, we are forwarding copies of this letter to the organizations and persons listed below.

Sincerely,



Linda A. Powell
Deputy Director

Ms. Karen Smith
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Attachments

cc: Bob Lagomarsino, Mintier and Associates
Mark A. Leonard, Community Development Director
Vern Smith, Planner, City of Union City
Clifford Sweet, Alameda County Legal Aid Society
Mike Rawson, Alameda County Legal Aid Society
Gen Fujioka, Asian Law Center
David Booher, California Housing Council
Sue Hestor, Attorney at Law
Gary Hambly, Building Industry Association
Tom Cook, Bay Area Council
Revan A.F. Tranter, Association of Bay Area Governments
Kathleen Mikkelson, Deputy Attorney General
Bob Cervantes, Governor's Office of Planning and Research
Richard Lyon, California Building Industry Association
Kerry Harrington Morrison, California Association of Realtors
Marc Brown, California Rural Legal Assistance Foundation
Christine D. Reed, Orange County Building Industry Association
Rob Wiener, California Coalition for Rural Housing

APPENDIX

City of Union City

The following changes would, in our opinion, bring Union City's housing element into compliance with Article 10.6 of the Government Code. Following each recommended change or addition, we refer to the applicable provision of the Government Code. The particular program examples or data sources listed are suggestions for your information only. We recognize that Union City may choose other means of complying with the law.

A. Housing Element Review and Revision

Review the previous element to evaluate appropriateness, effectiveness and progress in implementation, and reflect the results of this review in the revised element (Section 65588(a)).

In our opinion, the review requirement is one of the most important features of the housing element update. The analysis will enable the City to evaluate its success in remedying substandard housing conditions, conserving affordable housing, and providing housing opportunities for lower-income households and will indicate areas of housing need requiring more effort on the part of the City.

There are three parts to the information which should be provided.

- a. "Effectiveness of the element" (Section 65588(a)(2)): A description of the actual results of the earlier element's goals, objectives, policies, and programs. The results should be quantified where possible (e.g., rehabilitation results), but may be qualitative where necessary (e.g., mitigation of government constraints).

The general analysis of the 1986 housing element goals was informative and well done, however, the element should also specifically review the housing element's objectives, policies, and programs.

The review, in our opinion, should include a description of the actual results of each program action. This approach will facilitate the "progress in implementation" analyses.

- b. "Progress in implementation" (Section 65583(a)(3)): An analysis of the significant differences between what was projected or planned in the earlier element and what was achieved.

The element includes an overview of the City's successful efforts in providing housing opportunities for low- and moderate-income households over the past ten years. However, the review should also specifically show the City's accomplishments during the 1986-1990 planning period. The latter information provides the basis for developing a more effective housing program. To illustrate, according to the ten-year information provided, the City has been successful in addressing housing needs. Review of the previous element, however, shows that most of the activity took place during the 1980-1985 planning period and that few affordable housing units were developed in the 1986-1990 planning period.

To be most effective, the analysis should consider why an action was successful or unsuccessful. This information will enable the City to determine which program actions should be retained, strengthened, revised, and/or deleted. For example, during the last planning period six public housing units were developed (the objective was 30) and 12 lower-income households received major rehabilitation loans (the objective was 50).

In our opinion, the element should review the City's Zoning Ordinance to evaluate the effectiveness of the maximum multifamily zoning designation (17-29 units per acre) in providing opportunities for the development of housing suitable for low-income households.

The 1986-1990 progress also should be analyzed with respect to City policies ensuring upscale housing (policies A.1 through A.5); limiting the percentage of multifamily units that can be developed, (the primary source of affordable housing); requiring that 60% of rental units be upscale; and promoting ownership of condominium units (policy C.2 and C.8, and policy A). The impact of the City's Permit Reserve System (policy C.6) on total housing development and the development of affordable housing should be reviewed, especially since building activity in the City has declined.

- c. "Appropriateness of goals, objectives and policies" (Section 65588(a)(1)): A description of how the goals, objectives, policies, and programs of the updated element incorporate what has been learned from the results of the prior element.

The accomplishments discussed above are significantly less than the goals. Therefore, it is especially important that the analysis indicate how the programs were changed based on the review.

We note that many of the program actions are the same as in the previous element with only the implementation dates changed. In our opinion, the element should describe why the City believes it will be more successful in implementing these programs than it was during the previous planning period.

B. Housing Needs, Resources, and Constraints

1. Include an inventory of land suitable for residential development, including vacant sites and sites having the potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites (Section 65583(a)(3)).

The purpose of the land inventory is to identify sites suitable for residential development in order to compare the total holding capacity with the City's new construction need. This will enable Union City to determine if additional governmental actions are needed to provide adequate sites. The land inventory should clarify which sites are outside the City's boundaries, for example, sites within the City's sphere of influence and Fremont's sphere of influence. If these sites are needed to accommodate the City's share of the regional housing need, the element should include program actions to make these sites available during the planning period of the element. In addition, it is unclear if the land presently in other uses (industrial, agricultural and other "potentially suitable land") are within the City and will be available for residential development during the planning period.

The element should demonstrate that sufficient land is available at appropriate densities to accommodate the projected need for all incomes including, low- and moderate-income households. With less than one percent of available land designated high density, there appears to be an insufficient supply of land zoned for multifamily housing to accommodate low-income households.

The element includes approved housing projects which will be developed over the planning period. If these developments are intended to reduce the new construction need for moderate-income households, the element should define "market rate" or include information regarding the proposed sales price or expected rents.

2. Analyze the City's land use controls, building codes and their enforcement as potential and actual governmental constraints upon the maintenance, improvement, and development of housing for all income levels (Section 65583

(a)(4)). Where constraints are identified, the element should include program actions to mitigate or, where appropriate and legally possible, remove them (Section 65583(c)(3)).

Land Use Controls: In our opinion, many of the City's policies may act as a constraint to the development of housing for all economic segments of the community. The element should analyze the individual and cumulative impact of the following policies:

- Policies A.2, A.3, and A.4 ensure minimum development targets for upscale housing;
- Policy A.5 establishes targets for the percentage of single-family and multifamily units, and the amount of residential land zoned for multifamily versus single-family use;
- Policy A.2, page 7, ensures that 60 percent of all units developed (including multifamily) are upscale units, by definition, "units that sell for at least 46 percent above the average sales price in southern Alameda Countytwo bedroom/one bath rental units that rent for at least the previous years median advertised rent in the Bay Area ...";
- Policy A.4 also assigns a minimum upscale housing target of 85 percent to the Hill Area (over 4,400 acres) which encompasses approximately 94 percent of land potentially suitable for residential development (Table 2-3 of the land inventory).

The element mentions the possibility of development at 60 units per acre in the Central Business District, however, there is no enabling zoning designation identified. If the PR District (page 3-2) is a defined area, the land available within the area should be identified in the land inventory. The design review requirements may also act as constraints to affordable development of housing.

The City's permit reserve system should be analyzed, the terms of the system described, the exceptions clarified, and the permit allocation process described. The requirements of the second unit ordinance, e.g., the side yard setback standards (12'), should be analyzed as potential constraints to the development of second units.

Building Codes and Enforcement: Analyze the enforcement process, for example, building inspection procedures may result in costly delays to new construction. Further, code enforcement could unduly penalize older dwellings built

under less demanding codes and thus inhibit the rehabilitation process.

3. Analyze the availability of financing as a potential and actual nongovernmental constraints upon the maintenance, improvement, or development of housing for all income levels (Section 65583(a)(5)).

The analysis of the availability of financing should not only consider whether financing is generally available, but also whether there are undeserved income groups in the community for new construction or rehabilitation loans.

Information on availability of financing may be available from local financial institutions under the Home Mortgage Disclosure Act (HMDA), and under the Community Reinvestment Act (CRA). Both are federal requirements. The HMDA requires specified lending institutions to disclose the number, amount, and location of mortgage and rehabilitation loans originated or purchased. Lending institutions not covered under HMDA may be required by State disclosure law to provide comparable information (Section 35816 of the Health and Safety Code).

4. For your information, the census data we have attached indicates that 381 of the 386 people identified as being in the category of farming, forestry and fishing are farmworkers. We also note that the City has over 4,000 acres of agricultural land. This may indicate a greater need than the element assesses and the City may wish to expand the farmworker analysis.

C. Quantified Objectives

For your information, the Department considers Section 8 certificates and vouchers, whether new or existing, as a resource to conserve the existing affordable housing stock. They do not constitute new units to assist the City in accommodating its share of the regional housing need. Further, these certificates or vouchers may be alleviating the need of existing households overpaying for housing.

D. Housing Programs

1. Include a program which sets forth a five-year schedule of actions the City is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element through the administration of land use and development controls, provisions of regulatory concessions and incentives, and the utilization of

appropriate federal and state financing and subsidy programs when available, and the utilization of moneys in the Redevelopment Agency's Low and Moderate Income Housing Fund. The program shall include an identification of the agencies and officials responsible for the implementation of various actions (Section 65583(c)).

Most of the actions in the City's housing program were included in the previous element and, with the exception of on-going actions, few appear to have been implemented. In our opinion, the element should include more information about these actions to evidence the City's commitment and ensure implementation within the planning period of the element (Section 65583(c)(1-5)). Many of the program actions should include a more detailed description of action required, a specific target date for implementation, identification of the responsible implementing agency, and where possible, identification of the funding source. For example, the City intends to use State funds for housing rehabilitation and development (actions 14, 15, and 16), the respective description could confirm that the appropriate City agency will be noticed when funds are available and that the City intends to apply for funds. Program action language such as, "As appropriate, issue...", "As appropriate, apply..." and "Develop a policy that encourages...", does not commit the City to a specific action to achieve the objectives.

Actions to comply with recent changes in State planning law (i.e., Actions 5 and 33, density bonus law and sites for the development of emergency shelter and transitional housing) should be accomplished as quickly as possible and have firm target dates.

2. Include an estimate of the amount of monies available in the redevelopment agency's low- and moderate-income housing fund that will be available over the planning period of the element, and describe how these funds will be used (Section 65583(c)).
3. Identify adequate sites which will be made available through appropriate zoning and development standards, and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income levels, including rental housing factory-built housing, mobilehomes, emergency shelters and transitional housing (Section 65583(c)(1)).

Pursuant to items B1 and B2, include program actions to provide adequate sites at appropriate densities to accommodate the City's share of the regional housing need for lower-income households.

If annexation is needed to accommodate the City's new construction need, the element should include an annexation program and identify the proposed zoning for these areas.

4. If appropriate, pursuant to item B2, above, include program actions to remove or mitigate governmental constraints to the maintenance, improvement, and development of housing (Section 65583(c)(3)).

E. Public Participation

Describe the City's efforts to achieve participation of all economic segments of the community in the development of the housing element (Section 65583(c)). The element should demonstrate how the City made a "diligent" effort to achieve the participation of all economic segments of the community (including lower-income households).

F. Other

1. Spectrum Community Services Organization, a nonprofit weatherization organization, may be able to assist the City in describing the weatherization and minor repair program and establishing program objectives for the respective programs. These could be included in the City's housing program. The nonprofit receives funding from Pacific Gas and Electric Company and the State Department of Economic Opportunity. The program manager, Barbara Flain, can be reached at (415) 881-0300.
2. For your information, as a result of new legislation (Chapters 1571 and 1572, Statutes of 1988), manufactured housing must be permitted on permanent foundation systems on all single-family-zoned lots, so long as the unit is no more than ten years old on the date of application, and meets federal and optional local standards specified in Government Code Section 65852.3. (A locality may exempt from this provision any place, building, structure, or other object listed on the National Register of Historic Places.) Section 65852.3 specifies that local governments may impose architectural requirements on the manufactured home itself which are limited to roof overhang, roofing material, and siding material, so long as the requirements, or any other lot development standards imposed on the manufactured home installation do not exceed those required for a conventional home on the same lot. Section 65852.4 has been added to the Government Code to specify that a locality may not subject an application to install a manufactured home on a foundation system on a single-family lot to any administrative permit, planning, or development

process of requirement unless it is identical to those which would be imposed on a conventional home on the same lot.

3. We understand that the City has a sprinkler ordinance for new residential construction. For your information, a recent Attorney General's Opinion (No. 88-904, September 14, 1989, 72 Op. Cal. Att'y Gen 180) states that cities and counties may not adopt building standards relating to fire and panic safety that are more stringent than those adopted by the State Fire Marshal under Health and Safety Code Sections 17922, 17958.5 or 17958.7 (State Housing Law). Based on the Attorney General's opinion, Union City may not have the authority to enact ordinances requiring fire sprinklers in single family and duplex units.

RESPONSE TO HCD'S COMMENTS ON UNION CITY'S DRAFT HOUSING ELEMENT

A. HOUSING ELEMENT REVIEW AND REVISION

HCD requests that the review of the 1986 Housing Element be expanded to provide the following information.

- a. The review should specifically review the 1986 Element's objectives, policies, and programs, including a description of the actual results of each program action.

The Consultants and Staff have revised the analysis to focus on implementation of the specific programs included in the 1986 Housing Element. (See Attachment A, Item 1.)

- b. The review should analyze the significant differences between what was projected or planned and what was achieved, including a discussion of why an action was successful or unsuccessful.

The revised analysis reflects this information. (See Attachment A, Item 1.)

- c. The review should describe how the updated element incorporates what was learned from the City's experience implementing the 1986 Housing Element.

The Consultants and Staff have prepared a brief description of how the updated element has considered what was learned as a result of the efforts to implement the 1986 Housing Element. In preparing this analysis, City Staff found that some of the policies and programs included in the Draft Housing Element Policy Document should be removed because their intent has already been satisfied. (See Attachment A, Item 1.)

B. HOUSING NEEDS, RESOURCES, AND CONSTRAINTS

1. The discussion of land suitable for residential development should clarify which sites are outside the city limits, should demonstrate that sufficient land is available at appropriate densities to accommodate households of all incomes, and should demonstrate how approved projects will satisfy new construction need for moderate-income households.

The background discussion of land availability has been revised to indicate that sites which fall outside of the current city limits are within the City's sphere of influence (see Attachment A, Item 2). Policy language has also been prepared to indicate that the City will pursue annexation of sites outside the city as they are determined to be necessary for the development of housing (see Attachment A, Item 3).

The Consultants and Staff recognize that the background analysis of land availability indicates that the City may need to redesignate land for residential use in order to accommodate a full range of housing types. The Draft Policy Document accordingly includes Implementation Program 1, which addresses this need. The Consultants and Staff, however, feel that Program 1 should be made more specific and have accordingly prepared proposed revisions (see Attachment A, Item 4).

In establishing Quantified Objectives for the Draft Housing Element, the Consultants and City Staff assumed that the already-approved apartment project (the Verandas) will include units affordable to moderate-income households. The background discussion of approved housing projects has, therefore, been revised to reflect this assumption (see Attachment A, Item 5).

2. The analysis of the City's land use regulations should address *existing* City policies that may constrain the provision of housing. HCD cites several policies regarding the development of upscale housing as possible impediments to housing development.

HCD's comments cite the policies from the Draft Housing Element, rather than the 1986 Housing Element, although several of the same policies have been carried over. The subsequent analysis of comments regarding proposed policies and programs addresses these concerns. HCD's principal concern appears to be with the City's ability to approve the development of a full range of housing given the extensive quantification of upscale targets. City Staff analysis of these quantified standards vis-a-vis land expected to develop with residential uses indicates that they would not operate as an impediment to the development of affordable housing.

HCD notes that the background analysis of the City's Zoning Ordinance discusses permitted densities of up to 60 units per acre in the CBD zone, but is concerned that there is no definite citation of the standards allowing this density.

The Consultants and Staff have drafted language to supplement the analysis of zoning to address this concern. (See Attachment A, Item 6.)

HCD is concerned that the City's PR zone might inhibit the development of housing because the PR development standards might be too rigorous, specifically those addressing design review requirements.

Staff notes that this zoning designation is not applied to any land within the city, so no development has been inhibited. The background analysis has been expanded to explain this. (See Attachment A, Item 7.)

HCD suggests that the City's permit reserve system be further explained in the background analysis.

The Consultants and Staff agree that the discussion could be expanded and has done so, with an explicit statement that no development applications have been denied according to the provisions of the permit reserve system. (See Attachment A, Item 8.)

HCD would like to see the analysis of the City's secondary unit ordinance expanded, with the suggestion that its standards might constrain its application, specifically its side-yard setback requirements.

The background analysis of the Zoning Ordinance acknowledges that the City's secondary unit standards may operate as an unnecessary constraint on the development of such units (see page 3-4). The response to comment D.3 further addresses this issue.

HCD suggests that the City's code enforcement activity could unduly penalize older buildings and thus inhibit the rehabilitation process.

The Consultants and Staff see no evidence that such is the case in Union City and are concerned that this statement suggests that the City should compromise its health and safety standards for the sake of housing rehabilitation.

3. HCD would like to see the analysis of the availability of financing for residential development expanded to address the possibility that there are "undeserved (sic) income groups in the community for new construction or rehabilitation loans." HCD further suggests that information regarding such a possibility may be available from local financial institutions.

The Consultants and Staff are concerned with these suggestions for two reasons. First, there is no evidence that otherwise financially qualified "underserved groups" exist in Union City, particularly given the City's activity in rehabilitation programs designed to benefit groups that might be considered "underserved." Second, HCD's recommendation that the City pursue information that "may" be available according to the provisions of the Home Mortgage Disclosure Act (HMDA) and the Community Reinvestment Act (CRA) is unreasonable. The City's Consultants, in response to similar requests by HCD, have investigated these sources and have found that such information is not available in a form that would meaningfully contribute to an analysis of the issues with which HCD is concerned. The Consultants and Staff agree that such information might contribute to the development of local housing strategies and strongly suggest that HCD institute a State-sponsored information gathering effort that would provide such information in a usable format.

4. HCD points out that the 1980 Census indicated that of the 386 persons employed in "farming, forestry and fishing" in Union City, 381 were farmworkers. HCD further points out that the city has over 4,000 acres of agricultural land. Both of these point, according to HCD, suggest that the analysis of the need for farmworker housing could be expanded.

The Consultants and Staff point out that the 1980 Census employment figures cited by HCD include those employed in "related occupations," not just farmworkers. Given the abundance of commercial nurseries in Union City, it is probable that most of 381 "farmworkers" mentioned by HCD were actually employed in "related occupations," which are not the principal concern of State law requiring the analysis of farmworker housing needs. The Consultants and Staff also point out that very little of the city's agriculturally-designated land is actually in agricultural crop production. Given this information, the Consultants and Staff feel that the analysis of farmworker housing needs needs no expansion.

C. QUANTIFIED OBJECTIVES

HCD points out that in the tabulation of quantified objectives Section 8 certificates and vouchers should be viewed as a resource to conserve existing affordable housing, not as a source of new affordable units.

This comment is consistent with the approach that the Consultants and Staff have used in preparing the Quantified Objectives (see Program 30 on page 19 and Table 1 on page 22 of the Draft Policy Document).

D. HOUSING PROGRAMS

1. HCD is concerned that most of the actions included in the *Draft Housing Element* were included in the *1986 Housing Element* and that few of them have been implemented. As a result, HCD would like the descriptions of proposed programs to be expanded to indicate more specifically how they will be implemented, particularly those programs that have been carried-over from the previous element.

Some of these concerns have been addressed as a result of the expanded background analysis of the implementation of the 1986 Housing Element (see Attachment A, Item 1). For instance, one program (17) has been deleted from the Draft Housing Element and others (e.g., 20 and 23) have been revised to indicate that they are now continuations of programs initiated according to the 1986 Housing Element (see Attachment B, Items 2, 3, 4 and 5).

HCD recommends that actions bringing the City into compliance with recent changes in State Planning law be implemented as soon as possible.

The Consultants and Staff agree. Accordingly, both programs of this nature (5 and 33) have been targeted for implementation within the current fiscal year, so no change is necessary.

2. HCD would like the City to provide an estimate of the amount of money expected to be available in the Redevelopment Agency's low- and moderate-income housing fund within the time frame of the *Housing Element*. In addition, HCD would like a description of how these funds will be used.

The City's Redevelopment Staff has provided an estimate of funds expected to be available; the analysis of redevelopment activity has been supplemented to include this estimate (see Attachment A, Item 9). Several implementation programs in the Draft Policy Document indicate that the Redevelopment Agency is a responsible agency for program implementation. Programs with such an indication are expected to be funded, at least partially, by the Redevelopment Agency's low- and moderate-income housing fund.

3. HCD would like the City to include program actions to provide adequate sites for the development of affordable housing, specifically sites suitable for higher density housing able to accommodate housing for low-income households.

The Consultants and Staff understand HCD's concern that there does not currently appear to be enough land designated at appropriate densities to accommodate the City's fair share of affordable housing. The Draft Policy Document accordingly includes a program commitment to assure that such land will be made available (see Program 1 on page 12). The Consultants and Staff have supplemented the language of this program statement to indicate a more specific commitment (see Attachment A, Item 4).

HCD points out that, if appropriate, the City should include program actions addressing any governmental constraints cited in the background analysis.

The only issue cited in the background analysis as a potential governmental constraint is the City's secondary unit ordinance, and there is no program addressing this possible constraint. The Consultants and Staff have accordingly drafted new program language directing the City to review its current standards in light of their possible constraining effect (see Attachment A, Item 10).

HCD suggests that if land currently outside the city limits is being considered for satisfaction of the City's fair share housing responsibility, policy be included committing the City to annexation of such land.

The Consultants and Staff have prepared policy language to indicate that the City will pursue annexation of sites outside the city as they are determined to be necessary for the development of housing (see Attachment A, Item 3).

E. PUBLIC PARTICIPATION

HCD wants the City to assure that it has made a "diligent" effort to achieve the participation of all economic segments of the community in the development of the housing element.

Following completion of public hearings, the Consultants and Staff will supplement the discussion of public participation (currently on page 3 of the Draft Policy Document) to describe the City's efforts in publicizing and conducting public hearings on the Draft Housing Element.

F. OTHER

1. HCD suggests that the City may want to cite the weatherization and minor repair services available through Spectrum Community Services and include a program to actively to promote the availability of such services to Union City residents with such needs.

City Staff will continue to work with the agencies and organizations it considers appropriate in the implementation of its housing programs, including those involved in weatherization and minor repair services.

2. As a point of information, HCD reminds the City of new State regulations regarding manufactured housing.

The Consultants and Staff are fully aware of these regulations.

3. HCD is concerned that the City's sprinkler ordinance may be too stringent according to an opinion handed down by the State Attorney General.

In discussions with Union City Fire Chief Mike Vonada, who is also the President of the California Chief's Association, Staff has learned that many changes have occurred since the Attorney General's opinion. In a recent court case involving a developer's challenge to the City of Oakland's authority to require sprinklers, the Superior Court of Alameda County held that a city did have the authority to require more stringent standards that are deemed necessary by that local entity. Mr. Vonada was instrumental in the recent passage of Assembly Bill 666 (Hanson) and Senate Bill 1830 (Greene), both of which clarify the local entity's right to require more stringent standards than State codes.

ATTACHMENT A

RECOMMENDED CHANGES TO THE DRAFT HOUSING ELEMENT
IN RESPONSE TO HCD COMMENTS

The Consultants and Staff recommend that the following changes be made to the *Draft Housing Element Background Report and Policy Document* in response to the Department of Housing and Community Development's comments. Each response is numbered to correspond with references in the City's response to HCD's comments.

1. Add the following analysis to the Evaluation of 1986 Housing Element Accomplishments starting at page 4-11 of the *Draft Background Report*.

Program 1. In conjunction with revision of Union City's General Plan, review present land use patterns and adjust residential designations and densities, as necessary, to provide for adequate residential building sites.

While the General Plan revision has not yet been completed, the City is intending to complete a comprehensive update of its General Plan upon the completion of several area and specific plan programs, including the Hillside Area, Dyer Street triangle and the DIPSA. The comprehensive update is budgeted for fiscal year 1991-92 but will not begin until the various plans mentioned above have been completed.

Program 2. Simplify and revise the City's Growth Control Ordinance.

The Ordinance has been revised at the staff level and will be presented to the City Council after the adoption of the current Housing Element update. Again, other projects that required immediate attention delayed the completion of this goal.

Program 3. Revise the Union City Zoning Ordinance, as required by State law, to provide for a density bonuses of at least 25 percent for projects in all residential zoning districts if the project reserves at least 25 percent of its units for low- or moderate-income households or at least 10 percent for lower income households or at least 50 percent for qualifying senior citizens.

This program was not completed. Had an application for such a project been submitted, however, it would have been approved according to the requirements of State law. The City will undertake the Zoning Ordinance revision pursuant to the amended requirements of State law.

Program 4. Maintain a current inventory of vacant residentially zoned parcels and associated development potential and a list of recently approved residential projects and make this information available to the public and developers. Update the inventory and list at least annually.

Achieved. Staff has been maintaining a vacant land inventory for years and most recently updated it for the information contained in the 1990 Housing Element Update. Staff also prepares a monthly summary of all approved projects which is available to the public.

Program 5. Establish guidelines for residential developments focusing on the need for physical and aesthetic compatibility, overall architectural quality, and durability. Among other aspects of development, the guidelines should address landscaping, signage, safety, and energy conservation. Prior to adoption of these guidelines, the City should evaluate their potential impact on housing costs and ensure that the guidelines do not add unnecessarily to the costs of low- and moderate-income housing.

Largely achieved. Staff has recently completed an illustrated guide which discusses many of the aspects mentioned above in the context of a home improvement guide. The City has determined that the criteria described in the guide do not add unnecessarily to the cost of housing, yet they do help to insure the development of a pleasing environment for households of all economic levels.

Program 6. As required by state law, conduct an annual review of the Capital Improvement Projects Budget and of projects proposed by other local agencies in Union City to ensure that they support the goals and policies of the Housing Element and General Plan.

Partially achieved. The City has completed the review of projects and will be including the Capital Improvements Projects Budget portion of the report this year.

Program 7. Continue to pursue all available and appropriate state and federal funding sources and the mortgage revenue bond program in support of the City's efforts to meet new construction and rehabilitation needs of low- and moderate-income households. Annually, the City will update and review Appendix B, Available Housing Programs, to identify appropriate funding sources to meet Union City's needs.

Achieved. Staff is continually reviewing and pursuing new sources of funding for our housing programs as well as working with other agencies, such as Alameda County and the Housing Authority, in their pursuit of more funding.

Program 8. Continue to directly administer Community Development Block Grant funds, as long as this is financially feasible, and continue to give high priority for the expenditure of City Block Grant funds to housing rehabilitation.

Achieved. Housing rehabilitation has consistently counted for 40 - 50 percent of the total CDBG budget.

Program 9. Continue to implement existing City guidelines for the reservation of affordable units in City bond financed projects.

Achieved. The City, in cooperation with the Housing Authority and Eden Housing, closely monitors the City's bond projects for affordability compliance.

Program 10. Conduct a study of City-collected permit processing fees and fees levied on residential developments, comparing the Union City fee structure to those of surrounding jurisdictions. Revise the City's fee schedules and work with other local agencies in an effort to adjust the overall fee structure to reflect study recommendations.

Achieved. The City has completed the study and has found that our fees are average compared to other cities, and, like many other cities, do not adequately cover actual

processing costs incurred by the City. The City does not have any plans to adjust the fee schedule at this time.

Program 11. Incorporate this Housing Element into and coordinate it with the comprehensive revision of the Union City General Plan, and update the housing element prior to July 1, 1990, as required by state law.

See response to Program #1.

Program 12. Adopt a redevelopment plan for the redevelopment project area that identifies the need for new and rehabilitated housing, establishes guidelines for the expenditure of tax increment funds for housing for low- and moderate-income households, and, provides for replacement housing for low- and moderate-income households, should displacement be necessary.

Achieved. The Redevelopment Plan was adopted in 1988. It is an extensive plan that will be a major catalyst in the production of affordable housing for the city.

Program 13. Assist the Alameda County Housing Authority in identifying appropriate developments for acquisition as public housing.

Achieved. While no developments were acquired in the time frame of the 1986 Housing Element, the City continues to work closely with the Housing Authority on its efforts to acquire housing and to apply for funding from the State and Federal governments.

Program 14. Continue to monitor the status of vacant, potentially surplus land owned by Caltrans and other public agencies.

Achieved. The City remains in contact with all public agencies that hold land in Union City and monitors the status of their holdings.

Program 15. Establish a program to work with property owners in areas affected by poor building design and disproportionately high levels of criminal activity to add security devices, strengthen fences, and redesign building elements to reduce crime problems.

Achieved through the creation of Neighborhood Watch and information programs and the review of residential developments by the Design Review Committee, which includes a representative of the City's Police Department.

Program 16. As part of the General Plan Update implementation program, review the possibility of streamlining and revising the City's permit processing procedures to expedite review and approval of residential and all other projects.

Largely achieved through the creation of a Zoning Administrator to review and expedite the approval of certain types of residential development. Furthermore, as mentioned above, the City is developing several area and specific plans. These plans expedite the processing of plans for residential development since projects consistent with a specific plan are exempt from further CEQA compliance.

Program 17. Review park acquisition and improvement standards to ensure that existing and future recreational facilities are adequate to meet the needs of projected growth.

This program was not completed in the time frame of the 1986 element largely due to the fact that, to adequately answer the community's recreation needs, accurate data is necessary. Since the only data available at that time was the 1980 Census data and since it was obvious that the population was both increasing and becoming more diverse, it was decided that a more adequate review could be achieved after the 1990 Census.

Program 18. Review present programs to assess their adequacy in meeting the special needs of young families, large families, and the elderly (e.g., transit, day care, medical facilities).

This is a goal that was partially achieved, more through the independent revision of various, individual City programs rather than through a concerted effort to evaluate all programs at once. Therefore, the end result may not have been as thorough. For example, the rehabilitation program was extended to include room additions for overcrowded conditions as defined by HUD, thereby aiding low and moderate income, larger households that need more room but do not have the funds to purchase a larger home. The City's Transit program extended routes into more residential areas, thus meeting the needs of more families and seniors. Therefore, this goal is perhaps better considered as an ongoing one that will be more organized inter-departmentally.

Program 19. Post and distribute information on the enforcement program of the State Fair Employment and Housing Commission.

Achieved. Information is posted in prominent locations within the city and is distributed regularly.

Program 20. Post and distribute information on currently available weatherization programs.

Achieved. Incorporated in our senior and rehabilitation programs.

Program 21. Enforce State requirements, including Title 24 requirements, for energy conservation in residential development and encourage residential developers to consider employing additional energy conservation measures.

Achieved. Enforced in all new developments and also incorporated in additions and modifications to existing homes, where appropriate.

Program 22. Establish guidelines for determining which units qualify as upscale housing. Such guidelines might include consideration of size, number of rooms, design, construction, and amenities. The guidelines might also include a requirement that developers submit a list of enhancements that would be consistent with the definition of upscale housing and submit pro forma information concerning expected sales prices and the target market for the units.

This program was considered a low priority and, therefore, considering the staff's work load, was not completed.

What the City has Learned From Implementation of the 1986 Housing Element

In reviewing the goals, policies, and programs from the *1986 Housing Element*, the City found that it had achieved or partially achieved implementation of 77 percent of its programs. While City staff considers this to be a good performance level, the City believes it can achieve a higher percentage of its goals by developing programs that are more detailed and focused.

Many of the programs are of an ongoing nature and, therefore, are appropriately included in the 1990 Element. Staff has also tried to be more realistic in the time-frames for the programs, recognizing that staffing levels can only accommodate a certain amount of projects at any given time. Furthermore, there are many other programs not related to the Housing Element that must be completed. In addition, it is likely that the City will have to attend to other unexpected and time-consuming projects during the time frame of the 1990-95 Housing Element.

Overall, the updated element clearly takes a more aggressive approach to the production of housing for all economic segments of our community.

2. Supplement the analysis of vacant residential land on page 2-1 of the *Draft Background Report* by revising the fifth paragraph as follows:

Although the City's *General Plan* designates all 75 parcels for residential use, several are subject to some form of development constraint. Seven of these constrained parcels are currently part of Fremont and will require de-annexation from Fremont and annexation to Union City before they can develop under Union City's *General Plan*. *All of these parcels are within Union City's sphere of influence*. Another 10 are currently in agricultural use, and 3 parcels are currently being used for industrial purposes. Finally, 15 parcels in the Seven Hills neighborhood are constrained by slope to density ratio zoning restrictions.

3. Revise Policy C.1 on page 8 of the Draft Policy Document to read as follows:

C.1. Maintain an adequate supply of land in appropriate land use and zoning categories to accommodate projected household growth and to achieve residential vacancy rates allowing turnover with relative ease. *The City will pursue annexation of residential land within its sphere of influence as the need arises and appropriate development projects are proposed.*

4. Revise Implementation Program 1 on page 12 of the *Draft Policy Document* to read as follows:

1. In conjunction with revision of Union City's General Plan and the preparation of specific plans, review present land use patterns and adjust residential designations and densities, as necessary, to provide for adequate residential building sites. In particular, these plans should:

- a. Designate adequate sites for upscale housing.
- b. Designate appropriate sites, *including the area around the BART station*, for high rise (e.g., 5-7 stories) residential development.

- c. Determine the appropriate location, pattern, and density of future residential development in the Hill Area, giving special attention to the use of the area for the provision of upscale housing.
 - d. Determine the appropriate mix of residential uses for areas of major future development and redevelopment.
 - e. Identify currently nonresidential land that is suitable for conversion to residential uses at densities appropriate to accommodate housing for all income groups. *This should be considered in conjunction with the preparation of specific plans currently under way, including the DIPSA area.*
5. Revise the discussion of approved housing projects in the third paragraph on page 2-5 of the *Draft Background Report* to read as follows:

Table 2-4 identifies the location, project name, and number of housing units approved in Union City in 1989 and 1990. All together, these 10 housing projects will provide a total of 1,635 new market-rate units, all 1,353 of which will be single-family housing units, ~~except and the rest of which will be apartments in the 282-unit Verandas project.~~ All of these units will develop during the time frame of the *Housing Element*, and will therefore contribute to satisfying Union City's fair share responsibility for 1990 to 1995. *Based on an analysis of the rent levels for similar complexes in Union City and considering the 1990 countywide median income, the City assumes that the units in the Verandas project will be affordable to moderate-income households. The City assumes that all of the single-family projects will provide housing for households with above-moderate incomes.*

6. The description of the CBD zoning district on page 3-2 of the *Draft Background Report* should be revised as follows:

High-rise residential development is allowed only in the Central BART District (CBD) and is restricted to a maximum of 60 units per acre *according to specifications set in the Union City General Plan. Any residential development in the CBD district is subject to the approval by conditional use permit.*

In addition to this text change, a line will be added to Table 2-1, Residential Zoning Districts, summarizing the residential specifications of the CBD district.

7. The discussion of the PR zoning district on pages 3-1 and 3-2 of the *Draft Background Report* should be supplemented with the following sentence:

While the PR district remains in the City's Zoning Ordinance text, it is not currently applied to any land within the city. Its standards do not, therefore, inhibit the development of housing.

8. To supplement the historical analysis of the City's permit reserve system, add the following sentence to the sixth paragraph on page 3-4 of the *Draft Background Report*:

It should be pointed out that, even in its current form, the permit reserve system does not hinder the City's ability to meet its regional fair share of housing development, *since no development applications have been denied according to the provisions of the system.* City staff is nonetheless currently (September 1990) reviewing the permit reserve system with the intent of updating the language to meet present conditions.

9. The final paragraph of the analysis of the Union City Redevelopment Agency on page 4-6 of the *Draft Background Report* has been revised as follows:

While the Agency has not yet (November 1990) generated adequate increment revenues to support substantial housing assistance, it is ~~expected~~ *projected* to ~~do so~~ *generate almost \$2,000,000* within the time frame of the *Housing Element* (1990 to 1995).

10. The following program should be added to address the potentially constraining effect of the City's secondary unit regulations.

Review the City's secondary unit ordinance to evaluate its effectiveness, particularly with respect to the possibility that it might operate as a constraint to the development of secondary units. As a result of this review recommend revisions to the ordinance to correct any operational deficiencies.

- *Responsibility:* City Council
Community Development Department
- *Time Frame:* FY 91-92

ATTACHMENT B

ADDITIONAL RECOMMENDED CHANGES

The following recommendations are based on Staff and Consultant consideration of the *Draft Housing Element*, as well as comments received from others interested the provision of housing in Union City.

1. Revise policy C.15. on page 9 of the *Draft Policy Document* to read as follows:

C.15. Support the Alameda County Housing Authority in securing an additional 24 units of publicly-owned housing in Union City. *Consider expanding the City's Article 34 authority to allow the acquisition or development of more publicly-owned housing in Union City.*

Add a new implementation program to study the expansion of the City's Article 34 authority.

Conduct a study of the implications of the City expanding its Article 34 authority in order to acquire or develop additional public housing in Union City.

- *Responsibility:* City Council
Community Development Department

- *Time Frame:* FY 92-93

2. Revise time frame of Implementation Program 6 from the *Draft Policy Document* to read as follows:

- Time Frame: FY ~~90-91~~ 91-92

3. Delete Implementation Program 17 from the *Draft Policy Document*. The intent of this program has been satisfied.

4. Revise Implementation Program 20 from the *Draft Policy Document* to indicate the continuation of this program, since it is not new.

5. Revise Implementation Program 23 from the *Draft Policy Document* to indicate the continuation of this program, since it is not new. Revise the time frame to indicate "ongoing," rather than "annually thereafter."

6. Revise the time frame indicated for Implementation Program 5 from the *Draft Policy Document* to read as follows:

- Time Frame: FY 91-92 (*ordinance revision*); 91-92 to 94-95 (*new construction*)

7. In the first paragraph on page 1 of the *Draft Policy Document*, change the City's incorporation date to 1959.

8. *Draft Policy Document*, page 1, second paragraph, last sentence, and third paragraph, date table, change Planning Commission public hearing date to *March 7, 1991*.

Attachment B: Other Recommended Changes

9. *Draft Policy Document*, page 4, only paragraph: Change title of Appendix C to show the dates of 1980 to *1989*. Revise text to change references to Appendix E and Appendix F to read Appendix F and Appendix G, respectively.
10. *Draft Policy Document*, page 17, policy 20: change *Establish a program to work . . .* to read *Continue programs that work . . .*
11. *Draft Background Report*: Correct page headers in Appendices D and F.
12. *Draft Policy Document*, page 17: Change implementation date for Program 22 on page 17 to *FY 92-93* since multiple departments and commissions are involved.
13. *Draft Response to HCD's Comments on Draft Housing Element*, page A-1: Change text under Program 2 to read 1 as follows:

The Ordinance has been revised at the staff level and will be presented to the City Council ~~in conjunction with~~ *after* the adoption of the current Housing Element update. Again, other projects that required immediate attention delayed the completion of this goal.
14. Along with the changes noted above, incorporate all staff and consultant's responses to HCD's comments on the Union City Draft Housing Element contained in the draft letter to the State, dated March 1, 1991.
15. Along with the changes noted above, incorporate all changes recommended by the Planning Commission in the March 18, 1991 memo to Karen Smith from Mark Leonard.

APPENDIX I

LIST OF INDIVIDUALS AND ORGANIZATIONS REQUESTING AND RECEIVING COPIES OF THE HOUSING ELEMENT TO REVIEW

Alameda, County of

Alameda County Housing Authority
(Ms. Ophelia Basgal)

Arcata, City of

Bay Area Council
(Mr. Rolph Pendall)

Building Industry Association
(Mr. Mark Steckbard)

Eden Council for Hope and Opportunity
Ms. Lisa Korwin, Ms. Caroline Peattie)

Eden Housing, Inc.
(Ms. Kathy Merschel)

Project Sentinel



34009 ALVARADO-NILES ROAD
UNION CITY, CALIFORNIA 94587
415-471-3232

Memorandum

DATE APRIL 6, 1992

TO KAREN SMITH, CITY MANAGER

FROM MARK LEONARD, COMMUNITY DEVELOPMENT DIRECTOR

SUBJECT **PROPOSED HOUSING ELEMENT REVISIONS FOR STATE
CERTIFICATION**

On April 15, 1991, the City Council adopted our Housing Element. The Element was subsequently forwarded to the State for their review. On August 28, 1991 the State sent us a review letter (see attached copy) which stated that, in their opinion, certain deficiencies still remained. Staff has been in contact with State personnel since last Fall and has developed a further clarification of the State's concerns.

This memo is a point-by-point response to the State's August 28, 1991 review letter and includes proposed changes to the Housing Element that State personnel believe will bring the City's element into compliance with State law. The State has indicated that if the following proposed changes are adopted, the Element would then be certifiable. City staff has proposed some changes to the Element with the intent of meeting State law while preserving, to a high degree, the City's own policies and goals.

The memo is organized to follow the text of the State's review letter, and the text from that letter is highlighted in bold typeface. When utilized, actual text from the Housing Element is set in quotation marks and any proposed additions are underlined and deletions are struck out.

Staff recommends that the City Council review the proposed changes and provide direction as to whether they are appropriate. If the language is acceptable, the Council should refer this matter to the Planning Commission for a General Plan Amendment.

CONCERN #1

Analyze the City's land use controls, building codes and their enforcement as potential and actual government constraints upon the maintenance, improvement and development of housing for all income levels (Section 65583 (a) (4)). Where constraints are identified, the element should include program actions to mitigate, or, where appropriate and legally possible, remove them (Section 65583 (c) (3)).

Land Use Controls: Please refer to our February 1, 1991 review letter. The element states that City staff analyses concludes that Union City's policies would not operate as a constraint to the development of affordable housing. The element should provide information on how City staff came to this conclusion. In our opinion, policies which require at least 60 percent (and on most of the available land, the Hill area, 85 percent) of the new units to be upscale, will constrain Union City's ability to address its affordable housing needs (the regional need for low- and moderate-income units is 57 percent). Therefore, in our opinion, the element should demonstrate how these and other related policies will not constrain the development of housing for all income groups.

Union City Response #1: In analyzing the policy regarding the 60% requirement for new housing to be upscale, we looked at all potential areas of development and all housing needs. The intent of the 60% upscale housing policy is not to restrict the development of moderate and low income housing but rather to facilitate the development of the upscale housing that the City currently lacks, thereby enhancing housing opportunities for all segments of the community. The creation of upscale housing will increase the variety of housing types in our community. It will also positively effect other important issues, such as jobs/housing balance and commute distance for higher income households that wish to live closer to their work.

Staff believes that the development potential of the Hillside needs to be clarified. While the Hillside does have the most raw land in acres, it probably offers the lowest density potential due to many logistical problems that are related to hillside development, such as steep slopes and no infrastructure of any kind, including roads, sewers, water or electricity. Because these constraints translate into higher development costs, the Hillside is probably not a practical area for investment of public funds to subsidize affordable housing. However, while 85% of the development in the Hillside is now proposed to be upscale, a tentatively adopted policy in the Hillside study process states that 15% of development will be affordable housing. This ratio appears to be realistic given the development constraints.

As shown below, Union City is fortunate to have other available, unconstrained sites to develop housing and meet our fair share of the regional need.

However, to further clarify our intent that the upscale housing goal shall not act as an impediment to the development of low- and moderate-income housing, staff will ask the City Council to consider modifying the Housing Element on page 6, Goal A as follows:

"A.2 Strive to ensure that ~~a minimum of~~ 60 percent of the new units developed annually in the next five years are upscale units..."

- "A.3 Strive to ensure that a minimum of 60 percent of all units in the 511 Study Area are developed as upscale units."
- "A.4 Strive to ensure that a minimum of 85 percent of all units in the Hill Area are developed as upscale units."
- "A.8 Policies A.2, A.3 and A.4 shall not be construed as a limit on the City's ability to approve housing developments for very-low-, low- and moderate income households to achieve its regional fair share allocation as determined by ABAG."

CONCERN #2

The element indicates that densities up to 60 units per acre are allowed by conditional use in the Central BART District (CBD), but does not indicate whether such densities have been achieved in the past. In order to evaluate the likely development potential from this use, the element should describe the rationale for not allowing such densities, as a right, and explain the criteria for allowing these densities.

Union City Response #2: In regards to the issue of densities in the Commercial BART District (CBD), it is true that densities of up to 60 units per acre have not been achieved as of yet, although a recently developed project in the CBD achieved 48 units per acre. (The project provided a high density housing component along with the redevelopment of a blighted shopping center.) The CBD is the City's major commercial area and is included in the Decoto Industrial Park Study Area (DIPSA). As part of the DIPSA specific plan process, the City is studying potential densities and the creation of minimum as well as maximum densities for the CBD, thereby insuring densities that will meet our housing needs.

Residential uses are conditionally permitted in the CBD, not to restrict the development of housing but rather to insure that development is appropriate and can be supported by current and anticipated revenues. The City Council's policy is to develop higher density, mixed uses in the CBD. However, it should also be noted that developers in our area have stated that the current market does not support 60 unit per acre development due to the higher construction costs that are associated with such densities. This is why we do not see the achievement of such densities in Union City, or, for that matter, in many other nearby cities, at this time.

Staff will ask the City Council to consider modifying the Housing Element on page 86, last paragraph as follows:

"High-rise residential development is allowed only in the Central BART District (CBD) and is restricted to a maximum of 60 units per acre according to specifications set in the Union City General Plan. Any residential development in the CBD district is subject to the approval by conditional use permit to ensure that development is appropriate and can be supported by current and anticipated revenues. It is the City Council policy to develop higher density, mixed uses in the CBD that will help the City achieve its housing goals. As part of the DIPSA Specific Plan study, adequate minimum and maximum densities will be created to help meet these goals."

CONCERN #3

Finally, the element should clarify the existing permit reserve system, including information regarding the objectives for updating the system (page 88). For example, program 2 (p. D-7) indicates the City's intent to apply growth control to all units. The element should clearly indicate the maximum development potential currently allowed by the system and the projected potential based on any proposed changes. While apartments are exempted from the system, it is not clear if this exemption is sufficient given the City's other policies which appear to constrain multifamily housing development.

Union City Response #3: It is the intent of the permit reserve system to insure that adequate services are available to meet the demands of new housing. It is not intended to restrict development. The system currently allows 300 units, excluding apartments. The staff proposed revision would allow 450 units, including apartments, but would exclude specific plan areas from the cap. Therefore, since the City is preparing specific plans for the DIPSA and Hillside areas, major new residential development will not be subject to the permit reserve system. Elderly housing, facilities for the physically handicapped, low-income projects approved by the City and low- and moderate-income housing funded by the Redevelopment Agency are also exempt from the proposed Permit Reserve System. Thus, the system will not constrain the development of affordable housing. Historically, the permit reserve limitations have never been approached, even at their lower limit.

Staff will ask the City Council to consider modifying the Housing Element on page 88, paragraph 6 as follows:

"It should be pointed out that, even in its current form, the permit reserve system does not hinder the City's ability to meet its regional fair share of housing development, since no development applications have been denied or building permits withheld according to the provisions of the system. City staff is nonetheless currently ~~(September 1990)~~ reviewing the permit reserve system with the intent of updating the language to meet

present conditions. Changes proposed would bring the ordinance into conformance with the General Plan. The system will allow the construction of 450 units per year, including apartments. However, specific plan areas are excluded from the permit reserve system since the purpose of the system is to insure adequate public services to serve new housing development. Because the areas with the largest potential for meeting housing needs are in specific plan areas, (DIPSA, Hillside), the permit reserve system will not restrict the development of affordable housing in those areas. Furthermore, elderly housing, facilities for physically handicapped and low- and moderate-income housing projects are also exempt from the permit reserve system, thereby insuring that the system does not impede the development of affordable housing."

CONCERN #4

Building Codes and Enforcement: While the element discusses building codes it does not analyze the enforcement process, particularly for rehabilitation. For example, the inspection of existing units undergoing rehabilitation may be more rigorous than rehabilitation standards contained in California Health and Safety Code Section 18955.8 and Section 104 of the Uniform Building Code and therefore may constrain rehabilitation efforts.

Union City Response #4: The City does not perform inspections of rehabilitated units that are any more stringent than other homes. The City utilizes the standards contained in the current edition of the Uniform Building Code.

Staff will ask the City Council to consider modifying the Housing Element on page 89, paragraph 2 as follows:

"Building and housing codes establish minimum standards and specifications for structural soundness, safety and occupancy. The State Housing Law requires cities and counties to adopt minimum housing standards based on model industry codes (See Table 58). In addition to meeting the requirements of State Housing Law, local governments enforce other state requirements, including requirements for fire safety, noise insulation, soils reports, earthquake protection, energy conservation, and access for the physically handicapped. The enforcement of building and housing codes for all homes is per the minimum standards and requirements set forth in the codes listed in Table 58. Standards for rehabilitation are no more rigorous than those contained in the California Health and Safety Codes and the Uniform Building Codes."

CONCERN #5

Comments in our February 1, 1991 review letter regarding quantified objectives were provided because the City's evaluation of the previous element (on page 70) stated that it met over 100 percent of its regional share needs for very-low-income units. However, 311 of those units (as indicated on page C-1) were not newly constructed units, but rather new Section 8 Certificates. Therefore, the City may not have been as successful in meeting new construction objectives as originally indicated and may need to strengthen program efforts to ensure greater success during the current planning period.

Union City Response #5: The City will no longer include new Section 8 Certificates towards its regional fair share needs for very-low-income units in future Housing Elements. As stated throughout the current Housing Element, the City shall diligently implement its housing programs to develop adequate housing opportunities for all segments of the community.

CONCERN #6

Include a program which sets forth a five-year schedule of actions the city is undertaking or intends to undertake to implement the goals and objectives of the housing element (Section 65583 (c)).

In our opinion the element was not significantly revised to address our comments. For example, the element does not include any clearer commitment to implement programs 8, 14, and 15, which indicate only that the City will apply for funding as appropriate. How and when will the City evaluate if it is appropriate to apply?

Union City Response #6: We have stated that, for programs 8, 14 and 15, we will apply for these funding sources as appropriate. Unfortunately, projects of this nature are largely market driven and require an interested developer. These factors make it difficult to predict when a project will present itself. However, when we state that we will apply for funding as appropriate, we mean that, as each new housing project presents itself, we will actively solicit the developer's interest in participating in such funding programs and try to negotiate the development of affordable housing at every possible, appropriate housing development opportunity. Furthermore, as funding allows, the City will also strive to actively create projects that provide affordable housing.

A perfect example of this is the recently approved Citation development in the Decoto neighborhood. This 10.9 acre site was zoned for detached single-family homes. However,

Citation presented a 144 unit condominium development, of which 14 affordable units were negotiated. The project was well received by the Planning Commission and City Council and is an example of how existing zoning is not necessarily a constraint to higher densities. It is hard to predict exactly how many other infill projects may offer the same potential because projects of this nature are largely market-driven. However, this example demonstrates the City's flexibility and commitment to the development of housing for all segments of our community. It is very possible that other infill sites, such as the Decoto Trust and Fremont properties, which combined represent about 72 acres, can integrate higher densities which provide a variety of housing types.

Staff will ask the City Council to consider modifying the Housing Element on page 12, paragraph 1 as follows:

"The following programs consist of those specific actions the City of Union City intends to undertake during the period 1990-1995 to achieve the goals and implement the policies listed in the previous section. For some of these programs, the description includes a target objective for the number of units to be produced or households to be assisted during the Housing Element time frame. Taken together, these actions are expected to achieve the quantified objectives listed in the following section. The City will actively negotiate with developers to encourage the use of the appropriate funding sources listed below as each new project is proposed."

CONCERN #7

Other examples [of programs that were not significantly revised] include, but are not limited to:

Program 9: Will the City issue bonds to finance housing?

Union City Response #7: Your question is, "Will the City issue bonds to finance housing?", however, Program 9 relates to rehabilitation. However, the answer to your question is as stated in the immediate response above. That is, we will look at each project on a case by case basis to determine developer's interest in various funding vehicles to produce affordable housing. Furthermore, we will negotiate aggressively for affordable housing in redevelopment project areas to meet our legal obligations, which are 15% of the units created by private developers in redevelopment areas must be affordable, 40% of which for very-low-income, and 30% of units created by the Agency in redevelopment areas must be affordable, 50% of which for very-low-income.

CONCERN #8

Program 18: How will the City make information about surplus lands available to potential developers or consider facilitating their use for housing?

Union City Response #8: Staff has recently inventoried vacant lands, including those owned by public agencies. As we have done in the past, this information will be made available to developers when they inquire about available sites. Because of our dynamic situation, we find that simply handing out printed material is not by itself adequate. The City will both work with interested parties and hand out a list of public sites as sites become available.

Staff will ask the City Council to consider modifying the Housing Element on page 17, Program 18 as follows:

"Continue to monitor the status of vacant, potentially surplus land owned by Caltrans and other public agencies. Make available a routinely updated handout regarding available surplus public sites and actively work with developers that may wish to develop such properties for housing."

CONCERN #9

Program 28: How will the City explore creative ways of developing low- and moderate-income housing that integrates innovative uses of varied design and construction techniques. How does this program fit with other policies regarding upscale development standards?

Union City Response #9: Staff believes that you are actually referring to Program 35. We explore creative ways of developing affordable housing by researching what other cities and agencies have done. We will make developers aware of these techniques as we review development proposals. The information we collect could conceivably be used for all housing development, including upscale.

Staff will ask the City Council to consider modifying the Housing Element on page 21, Program 35 as follows:

"Explore creative ways of developing low- and moderate-income housing that integrate, where feasible, innovative uses of varied design and construction techniques. Review successful projects and programs in other communities and utilize practical techniques for all housing development, where appropriate."

CONCERN #10

Identify adequate sites which will be made available through appropriate zoning and development standards, and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income levels, including rental housing, factory-built housing, mobile homes, emergency shelters and transitional housing (Section 65583 (c) (1)).

The City's total adjusted regional share is 1,731 units (page 71) while the land inventory (page 79) indicates that if the 75 vacant or under utilized parcels were developed at their maximum densities they could only accommodate 1,680 units. It is not clear whether the units noted as approved for development (Table 56) have been included in Tables 53 and 54.

Union City Response #10: The answer to your question is no, the units approved for development in Table 56 are not included in Tables 53 and 54.

Staff will ask the City Council to consider modifying the Housing Element on page 81, paragraph 3 as follows:

"In addition to the potential number of housing units that could be developed on the land available for development in Tables 53 and 54, Table 56 identifies the location, project name, and number of housing units approved in Union City in 1989 and 1990."

CONCERN #11

The city's regional share for lower-income households is 768 units. However, there are less than 3 acres (1 percent of the total inventory) available at the maximum density range of 17-29 units per acre. In our opinion, this is insufficient to accommodate the City's need for lower-income housing.

The changes made to program 1 do not adequately address these issues. For example, program 1 should specifically describe how much land, at what densities, the City will designate to accommodate its lower-income need and when will needed sites be rezoned or annexed. The element should also provide more specific information about the amount and density of land which could be rezoned to residential use. Any program to provide adequate sites should occur early enough to allow development before the end of the planning period.

Union City Response #11: During the course of our most recent analysis of the City's Housing Element, our consultants, Mintier and Associates, discovered that we had inadvertently double-counted the "Existing Need" category from the City's ABAG figures as published in San Francisco Bay Area Housing Needs Determinations, January, 1989, ABAG. Accordingly, staff will ask the City Council to consider modifying the Housing Element as follows:

Table 2, Page 24:

"ABAG New Construction Need (1990 to 1995)

Very-Low	Low	Moderate	Above Moderate	Total
431 <u>372</u>	337 <u>291</u>	233 <u>162</u>	730 <u>598</u>	1,731 <u>1,423</u>

Page 71:

"TABLE 52

PROJECTED HOUSING NEEDS BY INCOME CATEGORY

Union City
 1990 to 1995

Income Category	Percentage Distribution	Existing Need	Adjusted 1988 to 1990 Need	Projected Need	Total
Very Low	19%	59	203	169	431 <u>372</u>
Low	15%	46	158	133	337 <u>291</u>
Moderate	23%	71	-43	205	233 <u>162</u>
Above Moderate	43%	132	215	383	730 <u>598</u>
Total	100%	308	533	890	1,731 <u>1,423</u>

Source: Association of Bay Area Governments, January 1989

As Table 52 indicates, to supply its regional fair share of housing through 1995, the City will need to ~~approve~~ make available ~~431~~ 372 units for very-low income households, ~~337~~ 291 units for low-income households, ~~233~~ 162 units for moderate-income households, and ~~730~~ 598 units for above-moderate income households."

Page 75, "Future Housing Needs":

"ABAG's 1989 housing needs determination, with adjustments, projects a total need for ~~1,731~~ 1,423 new units in Union City between 1990 and 1995. Of these, ~~431~~ 372 should be suitable for very-low-income households, ~~337~~ 291 for low-income households, ~~233~~ 162 for moderate-income households, and ~~730~~ 598 should be suitable for above-moderate-income households."

In order to understand Union City's true availability of sites, the significant housing development potential of the 525 acre Decoto Industrial Park Study Area (DIPSA) needs to be taken into consideration. Because the City is just now beginning the preparation of a specific plan for the DIPSA, it is difficult to predict actual numbers of units that this area could support. However, due to the location of the property (near BART) and of City Council direction given on the Land Use plan in July of 1990 the DIPSA will be an area of significant housing. Furthermore, in that the DIPSA is located in the Redevelopment Project area, the City will have to insure that at least 15% of all units created are affordable units, as required by law. While it is difficult to state actual numbers at this time without having completed the studies of the area, it is fair to say that, based on policy direction given so far, the following units for lower-income housing in the DIPSA can be projected. Also projected are designated acreages and densities for lower-income housing at potential housing development sites throughout the City.

Staff will ask the City Council to consider modifying the Housing Element on page 12, Program 1 as follows:

"f. It is the City's intention to make available the following acreages and densities for lower-income housing, through appropriate General Plan designation and/or rezoning, during the timeframe of this current Housing Element.

DIPSA

<u>9.5 acres at 48 units per acre</u>	<u>456 units</u>
---------------------------------------	------------------

Hillside

<u>2 acres at 20 units per acre</u>	<u>40 units</u>
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Vacant/underutilized land (See tables 53 and 54 in the element)

<u>5 acres at 30 units per acre</u>	<u>150 units</u>
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Land Potentially Suitable for Residential Development (See table 55 in the element)

<u>2 acres at 20 units per acre</u>	<u>40 units</u>
-------------------------------------	-----------------

<u>TOTAL LOWER-INCOME UNITS</u>	<u>686 units</u>
---------------------------------	------------------

"g. It is the City's intention to make available the following acreages and densities for moderate income housing, through appropriate General Plan designation and/or rezoning, during the timeframe of this current Housing Element.

DIPSA

1.5 acres at 48 units per acre

72 units

Hillside

3 acres at 20 units per acre

60 units

Vacant/underutilized land (See Tables 53 and 54 in the element)

1 acre at 30 units per acre

30 units

TOTAL MODERATE INCOME UNITS

162 units

For both f and g, the acreages listed are cumulative and any low- and moderate-income units that are developed will be located on scattered sites throughout the planning areas. If rezoning or annexation is required to meet the above goals, they will be accomplished as each new project is proposed by developers. Densities are minimum figures and may be exceeded by the use of density bonuses, as set forth by State laws."

In the DIPSA, the higher density figure of 48 units per acre has been used because it has been historically achieved in the past. However, density goals for this area will continue to be 60 units per acre. Therefore, actual numbers achieved may exceed the above number of units.

CONCERN #12

While the element now includes a policy for annexation, there is no program to specifically implement the annexation policy. Furthermore, the element does not indicate if the City of Fremont would even agree to annex those parcels within its jurisdiction to Union City.

Union City Response #12: Typically, properties are not annexed until there is a developer for the site. The costs of annexation is generally considered a logical expense for the developer of the property. However, the City of Fremont has made clear its provisions for the annexation of the subject properties in that they are referred to in their General Plan Northern Plain Planning Area Map as being in Union City's sphere of influence and to "contact Union City for instructions".

Karen Smith, City Manager
April 6, 1992
Page -13-

Staff does not anticipate any delays in annexation since both communities recognize that development will occur in Union City, as further confirmed by LAFCO's sphere of influence designation. Furthermore, both communities are served by the same sewer and water districts, both of which would not be impacted by the annexation.

Staff will ask the City Council to consider modifying the Housing element on page 21 as follows:

"38. Annex residential land within Union City's sphere of influence for appropriate residential development projects as developers step forward with projects.

Responsibility: City Council
Community Development Department
Time Frame: FY 91-92: Ongoing"

CONCERN #13

Include program actions to remove or mitigate governmental constraints to the maintenance, improvement, and development of housing (Section 65583 (c) (3)).

The element now includes a program to review the second unit ordinance as a potential constraint. However, the issues of land use policies that will limit the development of lower-income multifamily housing, an inadequate supply of sites at appropriate densities to accommodate the regional share for all income groups, and the potential constraints of the permit reserve system have not been addressed.

Union City Response #13: We hope that the above responses to your questions regarding land use policies (A. 1), inadequate sites (C. 2), and the permit reserve system (A. 10) sufficiently address your concerns regarding Union City's ability to meet its regional fair share housing requirements. Staff will also be reviewing potential constraints to housing development in the Community Development Annual Report on the General Plan (a copy of which you already have).

CONCERN #14

Describe the City's efforts to achieve participation of all economic segments of the community in the development of the housing element (Section 65583 (c)).

As indicated on page H-17 the element has not been changed to include this information.

Union City Response #14: Staff will ask the City Council to consider modifying the Housing Element on page 3, paragraph 3 as follows:

"State law requires that "the local government shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element..." (Government Code 65583). In order to satisfy this requirement, the City of Union City conducted a series of community meetings and public hearings to receive community input concerning Union City's housing goals and policies. The dates of these meetings are listed below.

Date	Nature of Meeting
11/26/90	City Council/Planning Commission <u>Joint Public Meeting Workshop</u> to review Draft Background Report on Needs, Conditions and Constraints and Draft Background Report on Alternative Housing Strategies and Program Options. <u>The City Council, Planning Commission and public input at this meeting set the direction for the goals and implementation programs for the Housing Element.</u>
<u>12/18/90</u>	<u>Review of the Draft Housing Element by the California Department of Housing and Community Development (HCD) - Review of the Draft Housing Element by HCD, as required by state law.</u>
3/7/91	Planning Commission Public Hearing - <u>Public review of the Draft Housing Element, with recommendations to the City Council.</u>
4/1/91	City Council Public Hearing - <u>Public review of Draft Housing Element and discussion of necessary revisions.</u>
4/15/91	City Council Public Hearing and Adoption - <u>Final public review and adoption of the Housing Element.</u>

Appendix I is a list of individuals and organizations that requested and received copies of the Housing Element to review."

A copy of Appendix I is attached to this letter. It will be added to the Housing Element, with the appropriate revisions to the Element's Table of Contents.

Karen Smith, City Manager
April 6, 1992
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As an overall tool to check the City's progress on the implementation of its programs, Staff will ask the City Council to consider adding following implementation program to the Housing Element:

"39. Annually review measures and actions taken to implement the programs in this Housing Element and revise as deemed necessary.

<u>Responsibility:</u>	<u>Community Development Department</u>
<u>Time Frame:</u>	<u>FY 91-92: Ongoing"</u>

Vernon M. Smith
HCD Coordinator

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT
DIVISION OF HOUSING POLICY DEVELOPMENT1800 THIRD STREET, Room 430
P.O. BOX 952053
SACRAMENTO, CA 94252-2053
(916) 323-3176 FAX (916) 323-6625

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AUG 30 1991

UNION CITY COMMUNITY
DEVELOPMENT

August 28, 1991

Ms. Karen Smith
City Manager
City of Union City
34009 Alvarado-Niles Road
Union City, CA 94587

Dear Ms. Smith:

Re: Review of the City of Union City's Adopted Housing
Element

Thank you for submitting Union City's adopted housing element, received for our review on April 30, 1991. We have reviewed the adopted housing element pursuant to Government Code Section 65585(h).

Identified concerns were reviewed in a telephone conversation on August 20, 1991 with Bob Lagomarsino, the City's consultant. This letter and appendix contain a summary of that discussion.

The adopted housing element addresses many of the concerns identified in our February 1, 1991 review letter. For example, the element now includes a program-by-program review of the previous element and a program to review the second unit ordinance to evaluate if it constrains the development of second units.

In our opinion, however, revisions are still needed to bring the element into compliance with state housing element law (Article 10.6 of the Government Code). In particular, the element does not demonstrate that the City has adequate and suitable sites to accommodate the City's share of the regional housing need for all income groups.

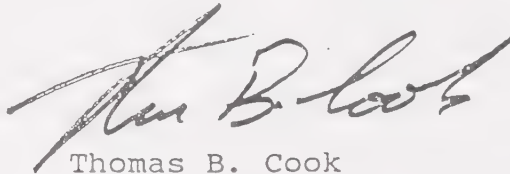
As stated in our previous letter (see attached), Chapter 1452, Statutes of 1989, required all housing elements to include, by January 1, 1992, additional needs analysis and programs to address the potential conversion of existing, assisted housing developments to non-low-income housing uses during the next ten-year period (Section 65583 (a)(8) and (c)(6)). The analysis

should include all projects referenced by the statute (including the bond financed projects referred to in program 10) and the areas covered in the technical assistance document previously sent. This is of particular concern since the 140 unit Los Robles apartment complex's regulatory agreement expires in 1996. However, because these revisions are not required until January 1, 1992, our comments will not affect the compliance status of the element until the 1992 statutory deadline.

We hope our comments are helpful. If you have any questions about our comments or would like assistance in the revision of the element, please contact Susan Levenson of our staff at (916) 323-4475.

In accordance with requests pursuant to the Public Records Act, we are forwarding copies of this letter to the persons and organizations listed below.

Sincerely,



Thomas B. Cook
Deputy Director

cc: Bob Lagomarsino, Mintier and Associates
Mark A. Leonard, Community Development Director
Vern Smith, Planner, City of Union City
Clifford Sweet, Alameda County Legal Aid Society
Mike Rawson, Alameda County Legal Aid Society
Gen Fujioka, Asian Law Center
David Booher, California Housing Council
Sue Hestor, Attorney at Law
Gary Hambly, Building Industry Association
Rolf Pendall, Bay Area Council
Revan A.F. Tranter, Association of Bay Area Governments
Kathleen Mikkelsen, Deputy Attorney General
Bob Cervantes, Governor's Office of Planning and Research
Richard Lyon, California Building Industry Association
Kerry Harrington Morrison, California Association of Realtors
Marc Brown, California Rural Legal Assistance Foundation
Christine D. Reed, Orange County Building Industry Association
Rob Wiener, California Coalition for Rural Housing
Susan DeSantis, The Planning Center

APPENDIX

City of Union City

The following changes would, in our opinion, bring Union City's housing element into compliance with Article 10.6 of the Government Code. Following each recommended change or addition, we refer to the applicable provision of the Government Code. The particular program examples or data sources listed are suggestions for your information only. We recognize that Union City may choose other means of complying with the law.

A. Housing Needs, Resources, and Constraints

1. Analyze the City's land use controls, building codes and their enforcement as potential and actual governmental constraints upon the maintenance, improvement, and development of housing for all income levels (Section 65583(a)(4)). Where constraints are identified, the element should include program actions to mitigate or, where appropriate and legally possible, remove them (Section 65583(c)(3)).

Land Use Controls: Please refer to our February 1, 1991 review letter. The element states that City staff analyses concludes that Union City's policies would not operate as a constraint to the development of affordable housing. The element should provide information on how City staff came to this conclusion. In our opinion, policies which require at least 60 percent (and on most of the available land, the Hill area, 85 percent) of the new units to be upscale, will constrain Union City's ability to address its affordable housing needs (the regional need for low- and moderate-income units is 57 percent). Therefore, in our opinion, the element should demonstrate how these and other related policies will not constrain the development of housing for all income groups.

The element indicates that densities up to 60 units per acre are allowed by conditional use in the Central Bart District (CBD), but does not indicate whether such densities have been achieved in the past. In order to evaluate the likely development potential from this use, the element should describe the rationale for not allowing such densities, as a right, and explain the criteria for allowing these densities.

Finally, the element should clarify the existing permit reserve system, including information regarding the objectives for updating the system (page 88). For example, program 2 (p. D-7) indicates the City's intent

to apply growth control to all units. The element should clearly indicate the maximum development potential currently allowed by the system and the projected potential based on any proposed changes. While apartments are exempted from the system, it is not clear if this exemption is sufficient given the City's other policies which appear to constrain multifamily housing development.

Building Codes and Enforcement: While the element discusses building codes it does not analyze the enforcement process, particularly for rehabilitation. For example, the inspection of existing units undergoing rehabilitation may be more rigorous than rehabilitation standards contained in California Health and Safety Code Section 18955.8 and Section 104 of the Uniform Building Code and therefore may constrain rehabilitation efforts.

B. Quantified Objectives

Comments in our February 1, 1991 review letter regarding quantified objectives were provided because the City's evaluation of the previous element (on page 70) stated that it meet over 100 percent of its regional share needs for very-low-income units. However, 311 of those units (as indicated on page C-1) were not newly construction units, but rather new Section 8 Certificates. Therefore, the City may not have been as successful in meeting new construction objectives as originally indicated and may need to strengthen program efforts to ensure greater success during the current planning period.

C. Housing Programs

1. Include a program which sets forth a five-year schedule of actions the City is undertaking or intends to undertake to implement the goals and objectives of the housing element (Section 65583(c)).

In our opinion the element was not significantly revised to address our comments. For example, the element does not include any clearer commitment to implement programs 8, 14, and 15, which indicate only that the City will apply for funding as appropriate. How and when will the City evaluate if it is appropriate to apply? Other examples include, but are not limited to:

Program 9: Will the City issue bonds to finance housing?

Program 18: How will the City make information about surplus lands available to potential developers or consider facilitating their use for housing?

Program 28: How will the City explore creative ways of developing low- and moderate-income housing that integrates innovative uses of varied design and constructions techniques? How does this program fit with other City policies regarding upscale development standards?

2. Identify adequate sites which will be made available through appropriate zoning and development standards, and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income levels, including rental housing factory-built housing, mobilehomes, emergency shelters and transitional housing (Section 65583(c)(1)).

The City's total adjusted regional share is 1,731 units (page 71) while the land inventory (page 79) indicates that if the 75 vacant or under utilized parcels were developed at their maximum densities they could only accommodate 1,680 units. It is not clear whether the units noted as approved for development (Table 56) have been included in Tables 53 and 54.

The City's regional share for lower-income households is 768 units. However, there are less than 3 acres (1 percent of the total inventory) available at the maximum density range of 17-29 units per acre. In our opinion, this is insufficient to accommodate the City's need for lower-income housing.

The changes made to program 1 do not adequately address these issues. For example, program 1 should specifically describe how much land, at what densities, the City will designate to accommodate its lower-income need and when will needed sites be rezoned or annexed. The element should also provide more specific information about the amount and density of land which could be rezoned to residential use. Any program to provide adequate sites should occur early enough to allow development before the end of the planning period.

While the element now includes a policy for annexation, there is no program to specifically implement the annexation policy. Furthermore, the element does not indicate if the City of Fremont would even agree to annex those parcels within its jurisdiction to Union City.

3. Include program actions to remove or mitigate governmental constraints to the maintenance, improvement, and development of housing (Section 65583(c)(3)).

The element now includes a program to review the second unit ordinance as a potential constraint. However, the issues of land use policies that will limit the development of lower-income multifamily housing, an inadequate supply of sites at appropriate densities to accommodate the regional share for all income groups, and the potential constraints of the permit reserve system have not been addressed.

D. Public Participation

Describe the City's efforts to achieve participation of all economic segments of the community in the development of the housing element (Section 65583(c)).

As indicated on page H-17 the element has not been changed to include this information.

U.C. BERKELEY LIBRARIES



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